



Partnership for a just world

Organisational Performance Review Norwegian Church Aid (NCA)

Norad
Norwegian Agency for Development Cooperation

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Review team led by Arne Strand, CMI

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The feedback and comments provided during the review process and the findings and recommendations presented in this report reflect the opinion of the evaluation team, and not of any single member of the team or the donor/organisations that they represent. The Norwegian Ministry of Foreign Affairs and the Norwegian Agency for Development Cooperation are not responsible for, and are under no obligation to follow recommendations presented by the team.

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ACRONYMS AND ABBREVIATIONS

AACC:	All African Conference of Churches
ACT:	Action of Churches Together
APODREV:	Association of World Council of Churches Related Development Organisations
CMI:	Chr. Michelsen Institute
CoC:	Code of Conduct
DAC:	Development Assistance Committee (OECD)
DERO:	Darfur Emergency Response Operation
DPPA:	Disaster Prevention and Preparedness Association (Government of Ethiopia)
EECMY/	
DASSC:	Ethiopian Evangelical Church Mekane Eyesus / Development and Social Services Commission (Ethiopia)
EHAIA:	Ecumenical HIV/AIDS Initiative in Africa (Kenya)
EOC/DICAC:	Ethiopian Orthodox Church / Development and Inter-Church Aid Commission (Ethiopia)
EWN:	Ecumenical Water Network
EAA:	Ecumenical Advocacy Alliance
FECCLAHA:	Fellowship of Christian Councils & Churches in the Great Lakes and the Horn of Africa (Kenya)
FGM:	Female Genital Mutilation
GOS:	Government of Sudan
GSP:	Global Strategical Plan
ICRC:	International Committee of the Red Cross
IFRC:	International Federation of Red Cross and Red Crescent Societies
INGO:	International Non-governmental Organisation
KMG:	Kambata Women's Self Help Center / on FGM (Ethiopia)
KN:	Kirkens Nødhjelp
LWF:	Lutheran World Federation
MFA:	Norwegian Ministry of Foreign Affairs
NCA:	Norwegian Church Aid
NGO:	Non-governmental Organisation
Norad:	Norwegian Agency for Development Cooperation
OCHA:	United Nations Office for the Coordination of Humanitarian Affairs
OLS:	Operation Lifeline Sudan
OSSA:	Organisation for Social Services for AIDS (Ethiopia)
RBA:	Rights-based Approach
RCHE:	Research Center for Civic and Human Rights Education (Ethiopia)
REST:	Relief Society of Tigray (Ethiopia)
SCC:	Sudan Council of Churches
SPLA:	Sudan People's Liberation Army
SPLM:	Sudan People's Liberation Movement
WCC:	World Council of Churches

EXECUTIVE SUMMARY

This organisational review of Norwegian Church Aid (NCA) is a joint initiative of Norad and the Norwegian Ministry of Foreign Affairs (MFA).

The main **objective** of the review is to *assess NCA's ability to achieve effective aid given its available financial, human and professional resources and work methods.*

It has been a participatory process, led by Arne Strand, Chr. Michelsen Institute (CMI), with Karstein Haarberg, Scanteam (team leader Sudan), Geir Moe Sørensen, MFA, Gunvor Skancke, Norad, Eivind Aalborg, NCA and supported by Rune Hjalmar Espeland, CMI.

Interviews have been conducted at the headquarters (HQ) in Oslo, and with Action of Churches Together and the Lutheran World Federation at their headquarters in Geneva. The field visits included the Regional and Area office in Nairobi, Kenya, the Country offices in Ethiopia and Sudan and a brief review of the operation in the Democratic Republic of Congo. In addition to reviewing the organisational and financial management in these locations, a number of NCA activities and thematic issues were studied in more detail. These findings could then be contrasted with an internet-based self-assessment survey responded to by 150 NCA employees and board members. However, given the limited number of country cases it should be noted that the findings in this report do not necessarily represent all NCA activities or the organisational status of all regional, area and country offices.

Norwegian Church Aid is an independent diaconal organisation commissioned by Christian churches in Norway, which, on the foundation of God's word, is committed to holistic concern and care for those who suffer physical and spiritual hardship. NCA works in a comprehensive and partnership-oriented way through churches and church-based, faith-based and value-based organisations in order to save and protect lives, develop sustainable living conditions, and influence the attitudes and actions of the wealthy and powerful.

NCA has three main working approaches: 1) emergency preparedness and assistance; 2) long-term development assistance; and 3) advocacy. NCA also seeks to integrate analyses of gender equality and environmental sustainability into all three approaches.

NCA bases its activities on a Global Strategic Plan (GSP) which specifies the framework for NCA's overall activities in a 5-year period, now 2005-2009. From the Agenda for Joint Action, NCA has identified 5 thematic priority areas during this GSP period; these are Civil Society for Accountable Governance, Faith Communities Address HIV and AIDS, Conflict Resolution, Communities for Fresh Water and Safe Sanitation, and Men and Women Address Gender-based Violence.

NCA has 500 partners worldwide, which vary from small local organisations to major national church bodies and the international networks of Action of Churches Together (ACT), the World Council of Churches (WCC), the Lutheran World Federation (LWF), the Association of World Council of Churches related Development Organisations (APODREV) and the Ecumenical Advocacy Alliance (EAA).

NCA had in 2005 a total of 653 employees, divided between 125 in Norway and 43 expatriates and 485 national staff internationally based, working out of 25 offices and representations. Total regular income (including untied financial income) was NOK 784.4 million in 2005. Officially funded Norwegian support was NOK 377.582 million (49 %) with donations (including those earmarked, and excluded administrative support), gifts and other income sources valued

at NOK 204.573 million (26 %), contributions from other organisations at NOK 172.959 million (23 %), while NOK 24.777 million (3 %) was received for administration.

The **country cases** reviewed provided a solid impression of NCA's administrative structure and capacity, project activities and follow-up of partner organisations. A good relationship and a high degree of information sharing and coordination was noted with national authorities, Norwegian representations, UN agencies, NGOs and civil society organisations. The team wishes to express a major concern regarding NCA's large number of projects and partners, which it is recommended to reduce. This step would help to lessen the administrative and monitoring burden, and thus increase organisational performance, including timely narrative and financial reporting to MFA and Norad. Capacity development programmes for NCA staff and partners, a more systematised monitoring and financial control system, more emphasis on gender and improved organisational learning are areas with potential for improvement.

The substantial number of partners and projects put the administration at HQ under considerable pressure. Quality control of applications, production of timely reports at all levels, including HQ, field offices and partners, requires considerable human resources. There seem to be a significant imbalance between, on the one hand, production, and on the other hand, the administrative resources required to comply with the challenges. NCA will have to clarify how to cope with this imbalance.

Advocacy is a major element of NCA's engagement. Although recognised as important for NCA's holistic approach, concern has been noted among some staff members that a high profile advocacy engagement might have a negative influence on its ability to deliver emergency relief and development assistance. That stated, others argue that self-implementation might strengthen NCA's profile and help reduce organisational vulnerability when addressing advocacy issues.

The general findings on **organisational performance**, drawing on the self-assessment survey, are that NCA has a sound, qualified and well functioning organisational set-up able to deliver quality emergency relief and development programmes and engage in advocacy work.

The review team nevertheless recommends NCA to improve organisational learning, staff training (including for projects), development of partner organisations, routines for monitoring and evaluation, and quality assurance. Gender issues, and allowing women influence in partner organisations, should also be high on the agenda. The country, area and regional offices need strengthening in financial and human resources to further partner development, and to improve reporting and quality control. In order to improve quality and impact, NCA is also advised to reduce the number of implementing partners and projects.

Examining **financial management**, this is found to be generally good in NCA. The routines have been improved recently and a new financial management system is under development. NCA has learned from a number of fraud cases and improved its financial routines. However, given the challenging work and control environment in which NCA implements its activities the team advises that maximum attention be given to financial matters, as well as to appropriate control functions at field and country level, to 'whistle-blower' safeguards and to maintaining close contact with auditors. NCA should also design its new integrated financial system to be adequate for reporting and planning requirements.

MFA and Norad are advised to look into a new and improved structure and guidelines regarding administrative and other costs that are not directly project-related, and to ensure that funding for NCA is transferred on time.

Within NCA's **priority areas** the team assessed three activities.

Communities for fresh water and safe sanitation is an area where NCA is also to a limited extent self-implementing and holds international emergency response expertise and capacity. Its programme in Ethiopia was highly recommended by the national and local authorities. The team would, however, advise NCA to strengthen the maintenance of its investments in this sector. NCA should also increase its engagement in the search for alternative methods and in advocacy work to mitigate the effects of environmental change.

NCA's efforts in alliance with **men and women addressing gender-based violence** is highly visible in plans, activities and reports, and in the struggle to combat female genital mutilation and harmful traditional practices, which are prominent in Ethiopia and Sudan. Working through religious networks and partners is a challenge when it comes to changing attitudes and a major advantage when the strategy succeeds. The team recommends that NCA maintain its engagement in this field and in fulfilling UN Resolution 1325, while ensuring the inclusion of men in the processes.

Within **religions for conflict transformation and peacebuilding** NCA is well established as a nationally and internationally recognised actor. NCA staff have been involved in a number of peace negotiations, from local conflict resolution to national and regional peace agreements, transformation efforts and peacebuilding processes. Its long-term strategy is to strengthen this area through capacity building and to focus on results by working through strategic partnerships. The team fully supports this decision, though we advise NCA to develop better organisational learning and exchange, and to allocate sufficient and qualified human resources as the end result is largely dependent on the skills of the staff involved.

As for NCA's **thematic areas**, gender and partnership were examined.

For NCA, **gender** equality is an inclusive part of the Rights-based Approach, and it is in the process of developing a new gender policy. The team has found that NCA has relevant strategies and tools for its effort on gender equality and the gender balance among employees is good. However, NCA must use its expertise to assist partners in utilising their own skills in the best possible way, and strive for change in partners' attitudes and practice, thereby allowing women larger influence over decision making.

Partnership is NCA's foundation and the review team has a positive impression of its partners. Most of them seem to have a good local basis and ownership, to represent a considerable network, and to be relevant to NCA's goals. However, to enhance their standing with NCA their organisational capacity needs to be assessed and further developed, and increased networking encouraged.

Turing to the **evaluation criteria**, these seem generally to have been met. Much of the challenge relates to NCA's ability to ensure that partner organisations comply with the OECD/DAC criteria, including sustainability within the water sector, although the various partnerships might in themselves provide a guarantee for better criteria fulfilment. Moreover, we note that NCA has taken an active role in introducing and using the 'Do No Harm' principle and in developing and implementing risk assessments.

As for NCA's compliance with **Norwegian requirements**, we note that the organisation draws on all available funding sources, including the Strategic Partnership administrated by the Embassies. NCA does meet the various criteria set for funding, but there is a concern over the quality and late submission of reports and the team advises that the Oslo office be included in the Strategic Partnership arrangements. MFA and Norad are also advised to initiate joint planning with NCA and MFA to look into various possibilities of providing longer-term funding.

The main question arising from the **hypothesis** is whether NCA has the organisational capacity and expertise to meet the objectives set. The rapid recent expansion has generated a need for further staff development, organisational learning and strengthening of partners, and as the team has advised, a reduction in the number of partners and projects and a highlighting of priorities under and focus on the GSP. The team is nonetheless of the opinion that NCA, together with its partners and through its involvement in various ecumenical alliances, has the **required expertise, organisational structure and skills** to meet its organisational objectives, thus meeting one of the main review requirements.

The wide range of activities certainly poses a major challenge to both the NCA and its staff, but also provides them with a wider repertoire to help deliver on their commitments to their stakeholders.

It is the team's assessment that NCA has the **required system for management and control**, which has been improved following changes in the role of the regional offices and increased attention to financial control. However, monitoring and evaluation and the development of organisational tools need further attention, as does further capacity building of partner organisations' management and a continuing focus on their ability to deliver reports on time.

The **accuracy of reports** to donors seems to be well maintained by NCA; however, being clear on indicators and planned achievements under the GSP and Country Plans will help increase their accuracy.

To the question whether NCA is **capable of adapting goals and means**, the answer is positive, provided that sufficient trust and dialogue are maintained with its partner organisations and that these are further developed. Being part of ACT is seen as being an advantage for NCA's ability to adapt its goals and means, as is the coherence that is promoted between advocacy work and practical assistance delivery in the field.

INTRODUCTION AND METHODOLOGY

This organisational review of Norwegian Church Aid (NCA) is a joint initiative of Norad and the Norwegian Ministry of Foreign Affairs (MFA). The NCA is one of the five largest Norwegian humanitarian organisations.

The TOR provide the following direction (see Annex I for details):

The main objective of the review is to *assess NCA's ability to achieve effective aid given its available financial, human and professional resources and work methods.*

The review shall study NCA's *capacities in delivering effective development cooperation and humanitarian assistance* (i.e. capacity analysis), showing the ability to manage projects with a cost-effective use of resources, leading to results that are judged relevant by the recipients while being in line with Norwegian political policies and priorities.

The review shall assess the professional, financial and administrative capacity of the organisation – together with its partners – to implement the programmes and activities financed by Norad and MFA, as well as the organisation's ability to achieve its own objectives.

Considering the many different sources of funding, a key aspect of the review will be to analyse NCA's capacity and ability to handle different forms of emergency, gap and development assistance and different funding sources. The review will consider in particular; i.a.:

- a) the long-term perspective in the work/services of NCA, mostly represented by the Norad funding sources, but also through the embassies (Strategic Partnership); and
- b) the short- and medium-term (incl. gap) perspective in the work/services of NCA, mostly represented by the various MFA funding sources.

The review shall enable Norad and MFA to:

- *Determine whether the organisation has the required system for management and control of its own activities, including expertise with respect to developing and applying methods and systems for the documentation of results and long-term effects.*
- *Determine whether the organisation's reports to Norad and MFA give a true picture of partners and final recipients and provide Norad/MFA with an adequate basis on which to assess further support.*
- *Determine whether the organisation is capable of adapting goals and means to each other, and to the situation and the context.*
- *Determine whether the results and outcomes of activities are relevant, sustainable and in accordance with the organisation's goals and strategies.*

The review has been participatory, with the inclusion of NCA, Norad and MFA in the review team, and with the aim of close collaboration with the donors and NCA, at headquarters (HQ) and in the field, throughout the process.

The team developed a review methodology to guide its work, whose main points were to:

- Adopt a dialogue rather than an examining mode, allowing as many and diverse views as possible to be presented.

- Encourage open and frank debates within the team, while being careful about voicing doubt concerning the policy, structure or practice of the organisation and the donors in public.
- Discuss observations, opinions and tentative findings within the team, but not present these in public without having formulated them into questions to be tested by the review.
- Include field stakeholders in the team during the field visits, and ensure that the TOR and methodology were presented and their views sought on how the field visit was planned and executed.
- Be cautious about task division within the team, ensuring that team members avoided reviewing projects in which they had held a decision making role.
- Ensure that the different team members acted and were regarded as team members, not as agents of their respective institutions.

The team members are:

Arne Strand, CMI, team leader
 Karstein Haarberg, Scanteam (team leader Sudan)
 Geir Moe Sørensen, MFA
 Gunvor Skancke, Norad
 Eivind Aalborg, NCA
 Rune Hjalmar Espeland, CMI (research and administrative support)

Hypothesis

The main hypothesis the review team is set to examine is that the Norwegian Church Aid is an independent diaconal organisation that in a professional and transparent manner, with the use of funding from Norad and the MFA, has the organisational capacity and expertise to:

- promote basic rights for poor, destitute and oppressed people,
- participate in strategic alliances which aim to translate God's love and compassion for humanity into practical action,
- challenge indifference, greed and cynicism among those of us who live in societies characterised by affluence and excess consumption,
- improve the living conditions of the poor and change the attitudes of the rich.

These objectives are to be achieved by:

- 1) combating poverty, 2) redistributing wealth, 3) protecting the environment, 4) preventing and resolving conflicts, and 5) promoting democracy and reconciliation;

through the following activities:

- 1) emergency preparedness and assistance projects, 2) long-term development assistance, and 3) advocacy work.

Organisational challenges

The team has acknowledged four sets of challenges when assessing NCA's strategies and organisational activities.

The first challenge is the often rapid and unforeseen changes in ground realities, where the situation might differ largely between countries and within regions. This includes security risks

to NGO staff and offices, risks of being expelled from countries if expressing criticism of the authorities, the challenge of being able to respond to rapidly developing emergencies and natural disasters and/or refugee situations, and the difficulty in operating in highly corrupt and fragile environments.

The second challenge is on the international front. On the one hand, there is increasing competition for attention and funding from other non-governmental organisations (NGOs), intergovernmental organisations (INGOs) and UN agencies. On the other hand, there is a demand to participate in the debate on, and respond to the overall pressure for, change and improvement in the humanitarian field. NGOs are also expected to respond to the UN reforms and to improve coordination, as initiated by the Humanitarian Response Review, whilst maintaining their organisational profile, views and independence.

Another element is the demand for NGOs no longer to operate in isolation from national authorities. On the one hand, they are expected to relate to governmental development strategies, plans and programmes. On the other, they must coordinate their efforts with governments, the UN, INGOs and other NGOs, which for NCA will include its partner organisations.

The third challenge is to be met in Norway, where organisations are required to respond to a set of policy objectives for Norwegian emergency and development assistance, including the latest suggestions from 'Rattsø utvalget'. Moreover, they must be able to secure substantial funding from private sources to maintain their independence from donors and to be in a position to respond to rapidly developing (and forgotten) emergencies in different parts of the world.

The fourth challenge NCA is faced with is that the organisation has changed from a needs-based to a rights-based approach (RBA). This has been a challenge as it is a relatively new way of thinking, and the organisation is still working on its implementation. NCA's challenges are similar to those of other NGO worldwide that have taken on board a RBA.¹

A further range of more specific challenges has been identified on the internal and operational side:

- NCA has expanded rapidly during the review period (2002-2005), in terms of both budget and staff, warranting an examination to determine whether the organisation has sufficient managerial, staff and organisational capacity to ensure the continued relevance and quality of its operations
- NCA is engaged in emergency relief, advocacy and longer-term development work. There is a need to understand its preferences, balance and possible conflicts between these engagements and to question whether NCA has sufficient capacity and skills to handle the different types of operation, at headquarters, at country offices and through its partner organisations
- NCA works with a range of different partners in the various specific thematic priority areas, such as water and sanitation. Will it manage to be an equally supportive partner of government departments, and faith and value-based organisations?
- Rapid expansion raises the question whether NCA is able to stick to its own strategies and priorities in its field of operations and in its partner collaboration.

NCA has signed up to a number of international codes and guidelines that regulate its activities and operational mode. These include the ICRC/IFRC and NGO 'Code of Conduct', the Code of

¹ For reference please see: Emma Harris-Curtis, Oscar Marleyn and Oliver Bakewell: *The Implications for Northern NGOs of Adopting Rights-Based Approaches*, INTRAC, Occasional Papers Series No: 41, November 2005.

Conduct on Sexual Exploitation for Staff Members of the ACT International Alliance, and the SPHERE standards.

Methodology

The team started by reviewing written material presented by the NCA, MFA and Norad, and held a half-day introductory meeting with senior NCA management and programme staff. The team visited NCA's Geneva-based partner organisations, Action of Churches Together (ACT) and the Lutheran World Federation (LWF). While in Geneva the team interviewed a senior official from the (UN) Office for the Coordination of Humanitarian Affairs (OCHA) on the UN reform process. Further interviews were held with senior management staff in Oslo, including the Secretary General and the management team, and with the finance department.

A reference group meeting (29.08.2006) provided the team with endorsement of its review strategy, and useful additions to and clarification of the inception report.

The team visited the field between 10 and 27 September, and sought in all locations to ensure a participatory approach by either having members of NCA offices in the meetings or reporting back to them. Each office/country visit was concluded with a feedback session for NCA officials, discussing tentative findings, and a formal reporting to the Norwegian Embassy where relevant.

The team started with a two-day visit to the regional office in Nairobi, Kenya, to map the new role and function of the regional offices, and to discuss the staff's experience of the reorganisation of the office. Team members met with and briefed staff of the Norwegian Embassy in Nairobi. The team, strengthened with local consultant Hansemo Hamela, then went on to undertake a wider study of the Ethiopia programme, including a three-day field visit to the south and southwest of Ethiopia. In addition to in-depth interviews with NCA staff, a wide range of government officials at central, zone and woreda level were interviewed, UN agencies were consulted, as were NCA's partner NGOs, and a wide range of beneficiaries were met in the field. Informal meetings took place with Norwegian NGOs and a researcher. Meetings were held on NCA's role in conflict resolution and in religious dialogue between Ethiopia and Eritrea and within Ethiopia, including discussions with the Patriarch of the Orthodox Church, the Archbishop of the Catholic Church and the Sheikh of the Islamic Council. A workshop was held with key partner organisations on partnership, assessing the present arrangement and challenging the partners on possible improvements. A feedback session was held at the Norwegian Embassy in Addis Ababa before a workshop with a wide range of NCA staff members discussed initial findings from Ethiopia.

Moving on to Sudan, the team was joined by consultant Ibrahim Sahl. The team first held interviews with NCA staff, the Norwegian Embassy, and partners in Khartoum or close by. A refugee camp close to Khartoum was also visited to look at education and Female Genital Mutilation (FGM) activities. Later the team split into two groups, one going to Juba and the other to Darfur. This field visit was delayed and shortened by one day because of a warning of demonstrations in the visiting areas in Darfur. In Darfur the DERO emergency operation was visited and local partners were interviewed. In Juba the team met with the NCA field office, partners, the government and the Norwegian consulate. The field visit was closed by a debriefing with NCA Sudan staff. Staff from NCA Juba were also present at this debriefing.

Finally, in the Democratic Republic of Congo the head of the NCA Great Lakes office was interviewed, as was one church and one secular NCA partner in Goma.

There was a generally good response to the internet-based self-assessment survey. Replies were received from 150 NCA employees, of whom 13.3 % were head office managers, 20 % field office managers, 42.7 % head office employees, 16 % field office employees, 1.3 % board

members and 6.7 % categorised as others. The findings are reflected in the report and a synthesis is included as Annex III.

ORGANISATIONAL OVERVIEW NCA

Mandate

Norwegian Church Aid is an independent diaconal organisation commissioned by Christian churches in Norway,² which, on the foundation of God's word, is committed to holistic concern and care for those who suffer physical and spiritual hardship.

NCA works in a comprehensive way, through churches, church-based, faith-based and value-based organisations in order to save and protect lives, develop sustainable living conditions, and influence the attitudes and actions of the wealthy and powerful.

Approach

In conjunction with the Constitution, the revised Policy Document from 1999 'Together for a Just World' forms the basis for Norwegian Church Aid's activities. They provide a platform for setting goals and drawing up strategies and serve as a guide for planning at all levels of the organisation. The Policy Document has a timeframe of 10 years.

NCA's holistic approach is steeped in the five core values, which it calls 'compassion', 'justice', 'participation', 'integrity of creation' and 'peace'. NCA has three main working approaches that it tries to integrate into all areas of its work: 1) Emergency preparedness and assistance, 2) Long-term development assistance, and 3) Advocacy. NCA also seeks to integrate analyses of gender equality and environmental sustainability into all three approaches.

Thematic priority areas

The basic guideline in the Policy Document is concretised in NCA's Global Strategic Plan (GSP). The GSP specifies the framework for NCA's overall activities in a five-year period, sets priorities and contains instructions for implementing the Policy Document during this period. It outlines the vision, identity, mission and values of NCA. The GSP also analyses the main strengths and challenges that NCA and its partners are facing, and how NCA will work to address these challenges. Furthermore, the GSP provides guidelines for the regional strategic plans, the strategic plan for the organisational development of NCA, including the corresponding resources, as well as the annual plans and budgets for the activities.

Additionally to the GSP, human rights, gender relations and environmental sustainability are important objectives for development and standards used to ensure quality in all NCA's work. NCA also defines its work within five thematic priorities.

The GSP 2005-2009 is the result of a comprehensive process involving all layers of the organisation as well as partner representatives. An evaluation was conducted analysing the main partners' views on and experiences from being partners to NCA. A number of workshops and meetings were conducted involving a wide range of stakeholders, including the NCA board, partner representatives and leaders and staff of all departments and divisions.

² NCA is owned by the following Norwegian church communities and congregations: Church of Norway, Norwegian YMCA/YWCA, Salvation Army, Baptist Union of Norway, United Methodist Church in Norway, Pentecostal Movement in Norway, Evangelical Lutheran Free Church of Norway, The Norwegian Sami Mission, Normisjon, Mission Covenant Church in Norway, The Free Evangelical Assembly of Norway, Norwegian Fellowship of Evangelical Students, NORME and the Global Aid Network.

A main feature of the new GSP for 2005-2009 was the introduction of the rights-based concepts of *right-holders* and *duty-bearers* to define how the organisation will cooperate with different actors in civil society, state and market. Right-holders refer to people who claim an entitlement to their rights, and duty-bearers refer to those people or institutions that have an obligation to deliver basic rights. A special emphasis is placed on *human dignity* in the context of people's struggle for justice, relating it to how dignity is threatened in terms of development, rights and security, particularly in areas where NCA and the stakeholders are active. The Human Dignity Triangle is introduced as an analytical framework to translate NCA's faith and core values into practical actions addressing poverty and injustice. Although based on religious values, it emphasises that the framework conforms to the UN's Universal Declaration on Human Rights and encompasses everyone regardless of station of life, gender and religious affiliation. In this GSP period, NCA will work to uphold human dignity by redefining the shortfalls in participation, equity and protection into an Agenda for Joint Action (GSP chapter 4). This agenda defines what NCA, together with its partners, its constituency in Norway and other stakeholders, will do to promote human development, rights and security.

Partner organisations

NCA believes that local institutions have the right and the potential to take the lead in developing their own community. NCA's approach is therefore to work through local partners and strengthen the capacity of these organisations to serve as agents of change in their own society.

NCA define itself as a church-based, faith-based and value-based organisation.

- Church-based: NCA's constituency, main relationships and priority networks are found within the global ecumenical family: national churches, church-based organisations, regional and international ecumenical organisations and networks.
- Faith-based: NCA is challenged to mobilise its own constituency and other faith-based organisations to address jointly an agenda of upholding human dignity. Promoting religion as a tool of reconciliation, peace and justice will be a priority for NCA.
- Value-based: NCA will establish networks with different organisations in civil society that are committed to the core values of compassion, participation, justice, integrity of creation and peace. These include national, constituency-based organisations, resource organisations, strategic alliances and the media.

From the Agenda for Joint Action, NCA has identified five thematic priority areas during this particular GSP period:

Civil Society for Accountable Governance

According to GSP 2005 – 2009, NCA hopes to draw on its own experiences and the experiences of its partner organisations in order to exert influence in favour of more accountable governance and of a strengthening of the role played by the state in securing and protecting the rights and interests of all citizens in the countries in which they are active.

Faith Communities Address HIV and AIDS

NCA has worked on HIV and AIDS issues since the beginning of the global pandemic, and its first AIDS strategy was formulated in 1991. Work in the 2002-2006 period has been informed by NCA's HIV/AIDS policy guidelines from 2000. The theme was given special emphasis under focus area 'Development of Health and Education Services' in GSP 2000-2004 and integrated into the other six focus areas. It was restated as a priority theme in the GSP 2005-2009 as

well. Since 2004 NCA has been running a regional resource base for HIV and AIDS cooperation in Thailand.

Religions for Conflict Resolution and Peace

According to GSP 2005-2009, NCA aims to mediate, facilitate and promote peace, working with faith-based and other civil society organisations already firmly established in local communities and providing them with financial support, expertise and human resources for peace-related processes.

Communities for Fresh Water and Safe Sanitation

In financial terms water and sanitation comprise the largest thematic field of activity. NCA's priority is to help bring clean, safe water to people in need and to provide sustainable, integrated water resource management systems in areas where they are required. In 2005 NCA helped to establish a water network, the Ecumenical Water Network (EWN).

Men and Women Address Gender-based Violence

NCA actively supports the ecumenical family's commitment to addressing gender-based violence, especially WCC's *Decade to Overcome Violence: Churches Seeking Reconciliation and Peace 2001 – 2010* and LWF's *Churches Say No to Violence* initiatives.

According to GSP 2005-2009, NCA's key priorities are to contribute to a reduction in harmful traditional practices such as FGM, to prevent trafficking in women and children and to increase protection and support for survivors, to address sexual harassment and violence in schools in order to improve conditions for girls in education, and to work towards the prevention of sexual abuse and violence against women and children in conflict and emergency situations.

NCA in Norway

Headquarters

NCA's headquarters is located in Oslo. It has seen a steady increase in activities and staff members in the 2002-2006 period, and today around 120 persons are employed at the headquarters, as regional officers in Norway, in Changemaker (NCA's youth movement) and at offices in various parts of the world. In 2005 NCA moved into new offices and continued a reorganisation of its head office in line with the priorities laid out in the new GSP.

In connection with the GSP 2005-2009 NCA undertook some organisational changes. Several administrative functions were brought together to form a single division in order to improve efficiency. This division now contains IT, the archive, purchasing, travel and issues related to property and the process of shifting offices. Within the International Department a Thematic Advisory Division was established. A further division to span quality assurance, including organisational and competency development, planning and results assessment, and the Project Handling System (PHS) has been put in place.

Organisation

Norwegian Church Aid is an independent diaconal organisation commissioned by Christian (Protestant) churches in Norway. Liv Berit Carlsen is chairperson of the NCA board, consisting

of twelve members. The NCA Constituency elects ten of the board members, and two are elected from the NCA's staff.

Fundraising and communication

NCA's annual Lenten Campaign involves Norwegian churches and congregations, who mobilise people for fundraising activities all over Norway.

Material aid and logistical services

NCA's logistics office is located in Oslo and serves both long-term development programmes and emergency relief operations.

Priority countries and regional thematic programmes

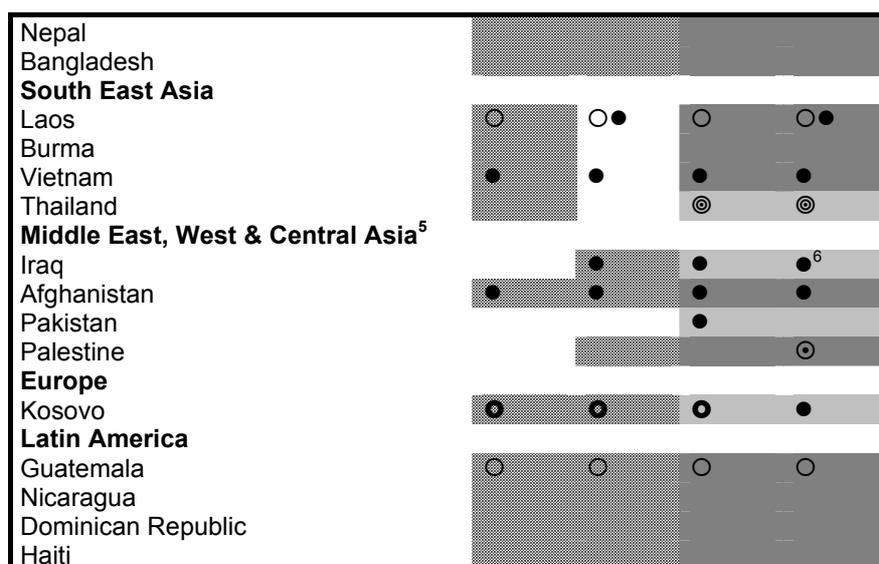
Previously NCA has operated on a regional basis in prioritised countries. In the current GSP period NCA's concept of regional programmes will be continued, but NCA will put greater emphasis on country programmes in this GSP period.³ NCA differentiates between **focus countries** and **other priority countries**. The focus on country programmes will be strengthened through NCA Country and Regional Representations. Regional representations are responsible for developing regional approaches to common challenges and designing and implementing thematically specific regional programmes. NCA identifies regional issues within the *Agenda for Joint Action*, putting emphasis on issues emerging from the thematic priorities. NCA's focus countries will often, but not exclusively, be countries prioritised by the Norwegian authorities.

NCA offices and representations 2002-2005⁴

Country	2002	2003	2004	2005
Eastern Africa				
Kenya	○	○	○	○ ●
Rwanda	●	●	●	●
Burundi				
D.R. Congo				
Somalia				
Uganda				
Eritrea	●	●	●	●
Ethiopia	●	●	●	●
Sudan	●	●	●	●
Tanzania				●
Southern Africa				
Botswana	○	○	○	○ ●
Malawi	●	●	●	●
Zambia		●	●	●
Angola		●	●	●
Western Africa				
Mali	○	○	○	○ ●
Liberia				●
Mauritania				
South Asia				
India	○	○		
Sri Lanka			○	○

³ The concept of country programmes was introduced into NCA's planning system in 2003.

⁴ NCA Annual Report 2005 provides a map (pages 46-47) detailing its global activities.



Key

	Focus Countries		Regional office		Representations
	Other priority countries		Sub-regional office		Regional resource base for HIV and AIDS cooperation
	Other countries with programme		Country office		
	Prioritised country				

Total annual income 2002-2005, and NORAD⁷ / MFA⁸ share

(Figures are expressed in NOK millions)

Post	2002		2003		2004		2005	
	Norad	MFA	Norad	MFA	Norad	MFA	Norad	MFA
Total annual income	200,369	144,300	211,265	150,004	178,812	157,855	151,185	256,533
Annual increase	509,000		532,000		639,100		784,400	
	-11 %		4,5 %		20 %		23 %	

In 2005, Norwegian official funding was NOK 377.582 million (49 %), with donations (including earmarked, excluded administrative support), gifts and other income valued at NOK 204.573 million (26 %), and contributions from other organisations at NOK 172.959 million (23 %), while NOK 24.777 million (3 %) was received for administration.

Funding distribution by thematic area

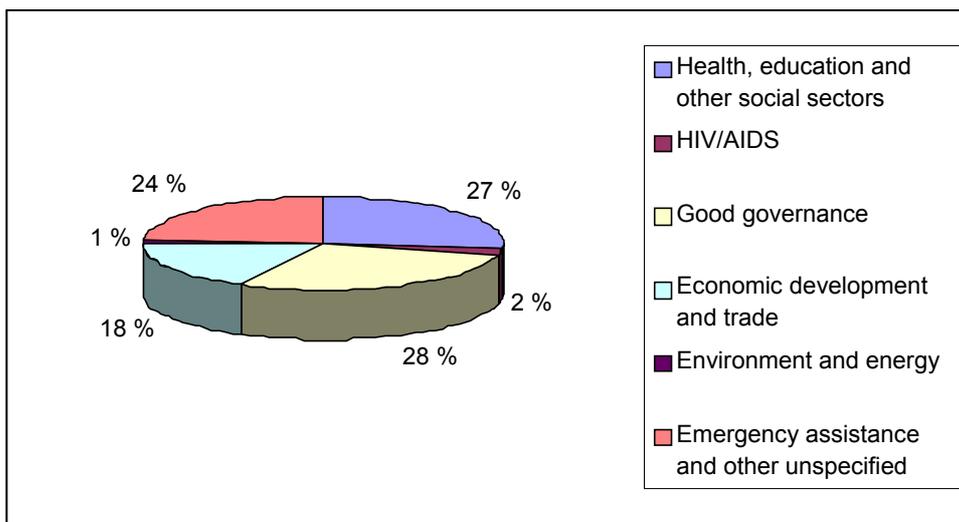
The MFA has recorded the bilateral funding provided to NCA in 2005 in accordance with sectors identified by the Development Assistance Committee (DAC). Here the three largest sectors are good governance, followed by assistance to health, education and other social sectors and thirdly emergency assistance.

⁵ New category since annual report 2003. Previously under South Asia and Middle East not included.

⁶ Located in Amman, Jordan.

⁷ 2002-2004 figures include gap and reg funding.

⁸ 2002-2004 figures do not include gap and reg funding.



Main partner organisations and network membership

NCA defines its stakeholders as 'partners', 'the constituency', 'public authorities', 'the corporate community', 'people in Norway' and 'employees'.

NCA has 500 partners worldwide that vary from small to big, weak to strong, local to national and even international, such as the international networks of Action of Churches Together (ACT), the World Council of Churches (WCC), the Lutheran World Federation (LWF), the Association of World Council of Churches related Development Organisations (APODREV) and the Ecumenical Advocacy Alliance (EAA). In a given country, NCA prioritises the specialised diaconal ministries of the churches as *core partners*. Local partners are selected on the basis that they are 1) church-based, 2) faith-based or 3) value-based. They may be either independent organisations or part of a denominational or ecumenical structure.

Action of Churches Together (ACT) was founded in 1995 as a global alliance of churches and related agencies working to save lives and support communities in emergencies. Members are drawn from the two principal founders, the World Council of Churches and the Lutheran World Federation. The ACT Coordinating Office is based in Geneva, Switzerland. NCA has been an active participant in the ACT since 1995, and sources and provides a substantial proportion of ACT's annual funding, in addition to personnel and expertise, particularly within the field of water and sanitation. As a member of the ACT network, NCA uses ACT as its preferred coordinating mechanism for funding and accessing main partners in responses to emergencies.

In 2005 NCA signed a new cooperation agreement with Norad for the coming five years (2005 – 2009). Furthermore, NCA enters other strategic partnerships with the Norwegian government that are additional to the Norad agreement. The strategic partnerships are within particular prioritised areas in Norway's key countries of cooperation, and are administered by the Norwegian embassies in the respective cooperation countries.

In the field, NCA works in collaboration with several UN organisations. In 2001 it signed a frame agreement with UNHCR, and earlier this year a secondment agreement was signed with UNICEF. However, NCA has yet to develop more formal modes of cooperation with the UN system and other international development organisations.

Number of employees

Headquarters, Oslo

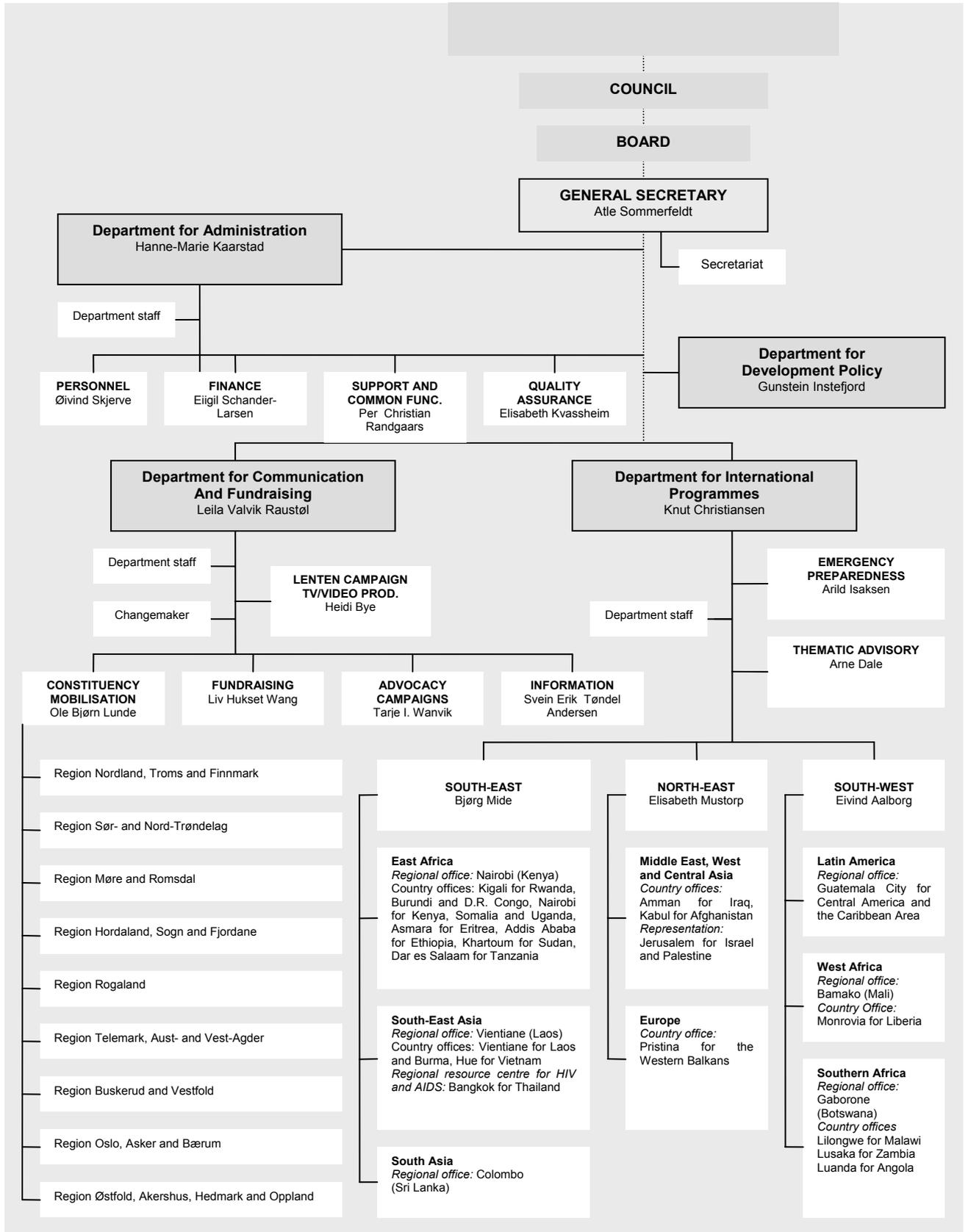
	2002	2003	2004	2005
Permanent	85.6	91.3	98.3	111
Temporary	11	11	14,5	14
Total	96.6	102.3	112.8	125
Annual increase	-1%	5.9 %	10.3 %	10.8%

Abroad

	2002		2003		2004		2005		
	Norwegian	Local	Norwegian	Local	Norwegian	Local	Norwegian	Local	
Guatemala	1	8	1	9	1	8	1	8	
Brazil	-	-	-	-	-	1	-	1	
Mali	2	15	2	13	3	13	2	30	
Botswana	2	6	2	4	2	4	2	4	
Kenya	2	15	2	24	2	22	2	21	
Rwanda	1	7	1	8	1	13	1	8	
Burundi	-	-	-	-	-	-	-	4	
D.R. Congo	-	-	-	-	-	-	-	6	
Tanzania	-	-	-	-	-	-	1	6	
Malawi	1	7	1	8	2	13	2	17	
Ethiopia	1	33	1	33	1	30	1	32	
Eritrea	1	10	2	10	1	10	1	12	
Sudan (Khartoum)	1	52	1	52	3	59	4	124	
South Sudan	-	60	1	38	1	104	3		Incl. in Sudan
Sudan (Darfur)	-	-	-	-	-	-	-		365
Chad	-	-	-	-	-	-	-		7
Kosovo/Balkans	4	30	3	31	3	21	4	28	
Afghanistan	2	36	4	38	3	34	5	45	
Pakistan	-	18	-	-	-	9	-	2	
Nepal	-	-	-	-	-	1	-	-	
India	1	3	1	4	1	4	-	-	
Sri Lanka	-	-	-	-	-	-	1	6	
Laos	3	42	3	47	2	48	2	48	
Thailand	-	3	-	3	-	4	-	5	
Vietnam	1	12	1	19	1	15	2	18	
Somalia	-	6	-	6	-	6	-	11	
Angola	-	-	1	3	2	3	2	4	
Zambia	-	-	1	6	1	9	1	8	
South Africa	-	-	-	-	1	-	1	-	
Iraq/Jordan	-	-	2	30	4	30	4	30	
Jerusalem	-	-	-	-	-	-	1	-	
Secondments to partners	-	-	-	-	-	-	-	-	
Total	24	363	30	386	35	461	43	485⁹	
Annual increase	9%	15.6%	25%	6.3%	16.7%	19.4%	22.9%	5.2%	

⁹ 850 including Darfur. NCA employs local staff members in Darfur where it leads the relief effort carried out by ACT and Caritas.

Organogram



COUNTRY CASES

Two NCA country programmes (Ethiopia and Sudan) were selected for review. In addition, a visit was paid to the regional office in Nairobi, Kenya, and one spot visit was paid to NCA's operation in Goma, DRC.

Sudan

Contextual challenges

Sudan poses a challenging humanitarian and political context. President Umar Hassan al-Bashir and his party have controlled the government since he led the military coup on 30 June 1989. The country is marked by diversity: people follow Islam, Christianity and African religions; and there are 400 dialects and 8 ethnic groups.

Poverty is widespread with a Human Development Index score of 0.43, affecting 85% of the population. The middle class has vanished, although a category of the 'new rich' has emerged based on conflict and oil opportunities. This development can be attributed to the long-lasting civil war and other conflicts, which have had a variety of serious impacts in displacement, loss of life and livelihood, and breakdown of the social fabric. Although the Comprehensive Peace Agreement (CPA) put an end to war in the south, it did not eliminate contradictory interests between the main parties to the conflict, the Sudan People's Liberation Movement (SPLM) and the National Congress Party.

The informal sector is expanding and even the formal sector is being informalised, as is the private sector, which is growing large, especially in the oil and construction sectors with huge foreign investment. At the same time, the public sector is contracting and no longer as efficient as it was in the past.

The IDP problem has continued for more than 20 years, and remains unintegrated into mainstream urban society and without legalised rights through a national law/decreed.

Sudanese civil society is emerging with strong foundations, human rights perspectives and activism but the changing political context is not conducive for advocacy work, especially by NGOs. The new humanitarian regulation (Humanitarian Law 2006) has not been well received by the NGO sector as it imposes a range of constraints and conditions, although it is recognised that the mushrooming of the NGO sector, especially the proliferation of less serious actors, constitutes a major problem.

There is an increasing need for humanitarian aid/support, especially in Darfur and in southern and eastern Sudan. The attention drawn to Darfur has had adverse impacts on vulnerable groups in other areas, as many NGOs have pulled out from IDP camps around Khartoum, leaving a large needs gap.

NCA history

The NCA operation in South Sudan was initiated as far back as 1969, and following the Addis Ababa agreement in 1972 it was extended and an office established in Torit. By 1974 an agreement had been signed with the Government of Sudan (GOS) for an integrated development programme in Eastern Equatoria, and an NCA head office was opened in Hillieu, Torit, with a support office in Juba and a smaller logistical support office in Khartoum. By the early 1980s the South Sudan programme was the largest Norwegian integrated development

operation ever supported by NORAD, including close to 60 Norwegian experts with families and a wide array of projects.

The last war, which commenced in 1983, strongly influenced the NCA Equatoria programme and when NCA finally had to evacuate Hilieu and consequently Torit, it was able to operate only from Juba. The presence in Khartoum was strengthened and significant services were also provided to the IDPs in and around Khartoum. Only in 1989, after the tripartite agreement between the GOS, UN and the Sudan People's Liberation Army (SPLA) and the establishment of Operation Lifeline Sudan (OLS), was NCA able to access UN- and SPLA-controlled areas with humanitarian assistance under the OLS umbrella. The already 15-year-old agreement with GOS Khartoum allowed NCA a presence and working opportunities on both sides of the conflict from 1989 up to the CPA of January 2005. During this period initiatives were also taken towards establishing development programmes in Darfur, but NCA never succeeded in reaching a final agreement on this with the local authorities. However, NCA responded several times to emergencies in Darfur, primarily through the Sudan Council of Churches (SCC). During the 1990s the general NCA policy shift towards working through local partners was applied. However, a combination of the two strategies, working through partners and being partly operational, has been applied jointly through the years of conflict.

In 1998 South Sudan and particularly Bahr el Gazal went through a horrendous famine and NCA established emergency interventions both in and out of Wau (GOS area) as well as in a SPLA-held area in Alek.

In 2002/03 NCA established an operation in the Nuba Mountains, on both sides of the conflict, a programme that today is operated jointly. This was upon a request from the Norwegian MFA, which wanted a humanitarian intervention to support the Nuba ceasefire agreement and the international Joint Monitoring Commission.

In late 2003, NCA and its partners made their first assessment in Darfur and started a humanitarian intervention in early 2004. This led to the establishment of the ACT/Caritas Darfur Emergency Response Operation (DERO). Here, Protestant, Orthodox and Catholic networks are operating for the first time in history under one administration, and thus constitute one of the largest humanitarian actors in South and West Darfur. NCA provides the legal umbrella for the operation and is the lead agency in Sudan.

With the signing of the Consolidated Peace Agreement in January 2005, NCA's two separate offices and operations in the South were merged into one Sudan programme administered from Khartoum.

NCA strategy

The thematic areas identified for Sudan are: 1) Sustainable livelihoods and resettlement of IDPs and refugees; 2) Conflict transformation, peacebuilding and protection from violence and insecurity; 3) Civil society for accountable governance and economic justice; 4) Education and participation for the poor and vulnerable; 5) Equity through economic, social and cultural rights for the poor; 6) HIV/AIDS; and 7) Emergency preparedness and response.

The team deems these sectoral themes to be relevant in the given context; however, gender could be more focused given the precarious gender situation in Sudan.

On the management side the merger of the Sudan activities into one programme has been a strategic move to improve the effectiveness and efficiency of the operation. However, good partners have proven difficult to find, and those identified are being supported both financially

and otherwise to develop their capacity. The lack of suitable partners creates the need for NCA to be self-implementing.

NCA, being a faith-based organisation, has a strategy of working on a non-evangelical basis with and within geographical areas where other religions predominate. This provides the needed legitimacy in a multireligious country like Sudan.

NCA organisation and partners

The merging of the two separate Sudan programmes has been demanding, and presently organisational development is therefore in focus. NCA's long history in Sudan forms a tradition and a body of experience that serve as a basis for its strategy and approach. Thus NCA Sudan emerges as a diversified, complex and geographically spread programme.

The review team is of the opinion that the organisational setup seems proper and is evolving to meet the challenges brought about by the context and the merger, though the limited access to qualified staff is a challenge. The team has a concern regarding the low priority given to the Juba office as compared to the Khartoum office.

NCA Sudan has developed its own guidelines and manuals in accordance with local needs as these have not been available from the main office. However, a concern was expressed by NCA staff about duplication of efforts in each country rather than the Oslo office developing a system for the entire organisation. Financial management has been upgraded in Sudan, both for the Darfur Emergency Response Operation (DERO) and for the more development-related work. In the development field the many remote locations with few staff members make financial control a challenge. The service from the NCA Khartoum office to DERO fell behind in the emergency's earlier phases, but is now performing, not least because DERO has been able to put up its own Navision financial system. The Khartoum office is still not up to speed regarding its own financial management and accounting, though improvements have been noted recently.

One major challenge is the mixed partner performance. While one major partner is marred by severe internal differences at the moment, others seem to be performing well and NCA has ambitious plans for a number of its partners. That poses a demand for the capacity building of partners, work which is found to be in progress.

The total 2006 budget for the Sudan operation is just above 139 million NOK, to which the Norwegian Embassy contributes 22.6 million, MFA/GAP funding 25.4 million and Norad 9.2 million.¹⁰

Nuba Mountains

NCA established a presence in the Nuba Mountains following a request from the MFA and has implemented two programmes here, one organised from South Sudan and one from North Sudan. These were until 2005 strictly separated between areas under the control of SPLA and areas under Government control. Such a division of roles took place in spite of the Nuba Mountains Peace Agreement of 2001, which opened the way for the free movement of people in the Nuba Mountains. The team notes that NCA followed the advice of SPLM that all supplies to projects to areas under their control had to be transported at great cost from the South and not from Khartoum or El Obeid. No conflict-sensitive analyses of operations were available for the team reviewing the NCA operations in the Nuba Mountains.

¹⁰ Financial report as pr 31.12.2006.

The team also notes that time aspects of engagements are important when engaging in peace-supporting operations. After the conclusion of peace agreements it is important that humanitarian organisations can quickly supply services to the population, as a peace dividend for the population linked to better access to health, water and education will create a positive environment for implementation of the agreement, including the return of IDPs. A number of organisations, including several Norwegian NGOs, are operating in the Nuba Mountains at great administrative cost.

Recommendations:

1. The review team advises NCA to develop a strategic plan for its activities in Nuba Mountains with participation from all interested parties, and that such a plan should include an exit strategy.

2. The team encourages better coordination of activities between the organisations involved as this might lead to considerable cost savings and improve effective assistance provision.

The Darfur operation

In Darfur the NCA/ACT/Caritas humanitarian operation – DERO – continues under very difficult circumstances. The situation for the 2.2 million IDPs and NGO staff continues to be tense and is expected to remain so for some time, caused by a difficult and unstable security situation and a working environment that wears out the staff. There has been high staff turnover, which has resulted partly from uncompetitive salaries for professional staff, though during late 2005 and 2006 staff have stayed on for longer periods of time. CAFOD has formally been in charge of staff recruitment, assisted by NCA using their Beredskapsstyrke for short-term gap-filling. It has been extremely challenging to keep such a large operation going with that many international staff.

While the DERO operation is progressing well, it is approaching a point that will require changes. A focus on partner capacity and involvement is important and has led to different possible planning scenarios. A new strategic plan has been developed that places more emphasis on recovery, rehabilitation and resettlement of IDPs, and with partners playing a more prominent role. Staff recruitment and organisational capacity building are identified as essential, as partners are expected to be operational without the backing of DERO sector programmes. However, a NCA/ACT/Caritas support unit will continue to assist the partners and a joint DERO emergency response capacity will be established and made operational if the situation requires immediate emergency interventions and the present security situation deteriorates further.

In Darfur, NCA has a formalised partnership with key national NGOs such as Sudan Aid, SUDO and the Sudan Council of Churches. These view NCA/ACT/Caritas as their “family”. The learning from ACT/Caritas collaboration is used elsewhere, and the guidelines and procedures developed for administration, logistics, transport and financial management are applied in other emergencies.

Potential for improvement

It is easy to state the obvious: NCA and its partners are in need of qualified and competent staff members willing to endure hardship and a challenging work environment – and stay on over time. No single strategy seems to meet this challenge, but rather a combination of efforts, including the temporary use of a standby force while allowing for constant capacity building among partners and NCA’s own staff, possibly drawing on the skills of NCA staff from other countries.

Gender is another major challenge, both within the programmes supported and to ensure the provision of appropriate assistance to both genders, though ensuring that assistance to and protection of women is constantly prioritised even though modestly funded.

To undertake proper monitoring and evaluation is a major challenge in such a demanding and conflictual work environment. However, those challenges demand an even stricter and more frequent monitoring process and innovative evaluation methods.

A concern noted by the team is that NCA appears to have no strategic position regarding the IDPs housed in the Khartoum camp, a position NCA could review and possibly help improve.

Views expressed by NCA Khartoum

- Much more could be done to develop training programmes to raise organisational competence
- NCA places too high an emphasis on thematic competence over ensuring leadership skills and development
- Thematic advisors are more useful if based in the regions rather than in Oslo
- The present NCA handbook is not a sufficient tool for monitoring and evaluation
- Support from the Oslo office for the introduction of the Logical Framework Approach and the Rights-Based Approach is lacking
- The NCA capacity development programme, including of leaders, should be further developed
- More emphasis ought to be placed on ensuring continuity of country office leaders, warranting a revision of NCA's employment policy.

Ethiopia



Contextual challenges

Ethiopia poses a challenging political and bureaucratic environment for NGOs. Advocacy work is often perceived as ‘criticism’ of the government and high-profile advocacy work, particularly on human rights and democracy, might pose risks to their continued presence. A complex ethnic composition and constant tension with Eritrea (and lately also Somalia) add to the challenges. The Ethiopian government’s elaborate system for the approval of proposals for NCA’s and partners’ projects influences their planning and budgeting processes and causes concern for reporting when project start-up is subsequently delayed.

There is a large need for improved water supply and irrigation development given the continuing and intensifying drought. Recurring drought and flooding emergencies demand constant attention and deviation from the development strategy, and pose a special threat to pastoral communities. Issues such as Female Genital Mutilation (FGM), Gender Based Violence (GBV) and HIV/AIDS are major problems to be addressed, and although they require a long-term perspective the available funding is often limited and only short term.

NCA’s history

NCA started its Ethiopian presence with a famine relief operation in Borana and Gamogofa areas as far back as 1974. This was at the invitation of the Ethiopian Evangelical Church Mekane Yesus (EECMY), which has continued to be a major local partner over the years.

In 1979, NCA started its first water development project in Bale, and expanded in this sector in collaboration with national authorities while including other geographical areas and project types, such as resettlement assistance in Tigray, Wello and Durame. A project support unit was established in 1989 to provide partners with technical assistance and advice, and reduce NCA’s direct operational engagement. In 1990, a department for leadership, management and communication was established in EECMY.

The early 1990s saw an expansion into new areas, and new partnerships, such as with the Relief Society of Tigray (REST), the Organisation of Social Services for AIDS (OSSA) and the Ethiopian Orthodox Church (EOC/DICAC).

From 2000, NCA and MFA became involved with religious leaders in a peace process between Ethiopia and Eritrea, a process that now includes intra-religious dialogue in Ethiopia. Including the leaders of the major religious groups in Ethiopia, it has established a forum for religious dialogue that might address both internal as well as regional conflict themes. HIV/AIDS programmes were expanded in 2002 with earmarked funding from the Norwegian HIV/AIDS TV campaign, and the Female Genital Mutilation (FGM) project was launched in 2002 with funding from Norad.

As of 2006, NCA programmes include food security, emergencies, HIV/AIDS, water supply, gender/FGM, civil society and peacebuilding. The projects are primarily implemented through partner organisations, although the NCA office runs the water development project in close collaboration with national and regional authorities. Assistance is provided in Amhara, Oromia, Tigray, Southern Ethiopia Southern Nations, Nationalities and Peoples Region (SNNPR), and Somalia and Addis Ababa regional states.

NCA has established a 'hub' for partner organisations. It houses the Dryland Coordination Group secretariat in Ethiopia and is central in a number of thematic networks, including on religious dialogue and peacebuilding.

Assessment of NCA Ethiopia

NCA's organisation of the Ethiopia office appears properly and professionally staffed and managed for the tasks set. Furthermore, expertise within thematic areas facilitates close partner follow-up and capacity building.

What is noted as a major advantage for NCA is its long-term presence and commitment to the local population in marginalised areas, under shifting regimes. This has secured the organisation a high degree of trust and rooting in Ethiopian communities and with the public administration.

The reformed role of the regional office and the direct communication and reporting established between Ethiopia and the Oslo office are judged to be a major improvement, reducing bureaucracy and increasing effectiveness. The thematic expertise of the Nairobi office is, however, seen as a resource to be drawn on.

The thematic priorities/working areas selected are relevant to the context in Ethiopia. Self-implementation in water and sanitation appears cost-efficient and effective and important for profiling NCA, though further documentation is required to establish the level of cost-effectiveness and how best to develop the relationship with governmental entities and ensure sustainability.

Partners met during the visit appeared well functioning and rooted in their communities, holding a balanced portfolio in line with NCA's strategic goals. Thus, NCA's partner strategy appears appropriate and allows for cross-sector learning beyond NCA's direct facilitation. NCA's close monitoring, frequent field visits, the stricter criteria applied to partners' planning and financial reporting, and its ability to deliver according to plans are all noted. So is the fact that organisations/churches can continue as partners and be assisted with strategic capacity building even if not receiving project funding.

The recent introduction of the rights-based approach as a way of addressing thematic issues might assist in bringing up general rights issues. A focus on rights might help facilitate a community process of identifying primary rights and thereby needs to be met as well as the

primary duty bearers. This new approach to NCA's work was particularly noted with the FGM projects.

Potential for improvement

The review team believes that NCA would benefit from a reduction in the number of implementing partners and/or projects. This would help reduce the administrative pressure on the Ethiopian office, both from the partners and from the Oslo office. A reduction in the number of projects might allow for closer follow-up and capacity building of partners, and increase the NCA staff's ability to ensure the quality of narrative and financial reporting to headquarters. One solution could be the introduction of umbrella projects with sectoral or thematic lead agencies, while maintaining a wider network of consultative partners to be drawn on when the need arises.

Deepening partner contact could be a way to go beyond the top management to help root changes within the partner organisations, broaden partner to partner contact and mutual learning, and help develop new forms of civil society capacity to match the present challenges in the Ethiopian context. However, any major changes to the partnership arrangements need to be carefully reviewed by NCA and in dialogue with partners before changes are made. The process should draw on a systematic capacity and profile analysis of present and upcoming partners to determine the most effective agents of change in different sectors and amongst different groups.

A suggestion made by the Ethiopian office is that a more coherent NCA capacity building strategy be supported by strengthening NCA's second line management capacity. This could include secondment of national staff to other offices/regions for periods of time and encourage promotion of capable staff to international positions. More junior staff in the Oslo office could be sent to gain experience from postings in country offices. Given the more profiled role of the office and its need to communicate with and train a wide range of organisations and individuals, the information and communication capacity of NCA staff should be strengthened.

The team believes that the country programme will benefit from a more systematised monitoring and financial control system, to allow for comparison over time and between projects and to facilitate more precise measurement of impact and sustainability.

In the field of peacebuilding and reconciliation the Ethiopia office could consider utilising assistance delivery to groups involved in such processes to strengthen their position with their constituencies. This should allow a fairer balance of assistance distribution between different religious groups, including the Islamic community. Smaller church organisations also argued for a more diversified ACT approach in seeking church partners rather than sticking to historical ties.

Organisational learning needs to be promoted and documented, including a wider NCA process to document and analyse lessons learned from peacebuilding and religious dialogue in general (where the Ethiopian experience will be central).

The team advises NCA to establish closer collaboration with the UN in Ethiopia in the Consolidated Appeals Process so as to ensure the inclusion of NCA and partner projects in funding through this international channel.

The team wishes to express a concern about deficient maintenance in the water sector, as a clearly defined responsibility for procedures and financing would allow substantial improvement in the amount of water available for the population. The government's responsibility is fully noted, but NCA should seek ways to assist the central and local government, the UN organisations and the communities to improve the present system. Capacity building and

mobilisation of local communities is a crucial element in this, and is not always taken into consideration by the various agencies involved in water sector development. Moreover, the team advises NCA to review the present modalities of collaboration with and capacity building of the Water Board and other Government bodies, as agreement revision is coming up in late 2006. NCA is further encouraged to strengthen and seek alternative and new solutions for water harvesting and use to counter the major environmental changes with which Ethiopia seems to be faced.

The communication and information sharing between NCA Ethiopia and the Norwegian Embassy could benefit from improvement, and the responsibility for doing so rests on both parties. There is no in-country institution except the Embassy that can establish an overview of the total Norwegian engagement, whether development/emergency oriented with Norwegian official funding or NGOs' own activities, which could then be the basis for identifying areas and projects for strategic partnership funding.

NCA Regional Office, Nairobi, Kenya

Introduction

The role of the regional office has changed markedly over the last year. It has moved from holding authority and responsibility over country offices and being in the communication line to the Oslo office to assuming a support and advisory function. However, as it maintains a role as country office for Kenya, Somalia and Uganda, with a Kenya-based Area Representative, the Nairobi office continues to house a Regional Representative. Co-location with the All African Council of Churches (AACC) and international NGOs such as Christian Aid ensures easy interaction and coordination.

The Area Office (AO) has geographical responsibility for three country programmes, respectively Kenya, Somalia and Uganda. This entails representation of NCA's constellation of partnerships in these three countries. The Area Office is also responsible for strategic relationships with church partners that have proven competence in addressing NCA's focus areas as stated in the GSP. The office also has the responsibility for quality assurance and for effective oversight of the ongoing partnership work, and therefore M&E is a critical element in this partnership.

The Area Office is, moreover, the host office of the Regional Office (RO) with responsibility for facilitating office accommodation and all financial transactions for the Regional and Area Offices, as well as providing administrative support for and logistical facilitation of all regional events located in Kenya.

The Regional Office has the prime responsibility for the regional representation covering the 10 countries of Eastern Africa. The principal emphasis is on building regional partnerships with church organisations with a regional mandate, high-level advocacy of the GPS areas, and on working with media, church bodies and partners in disseminating and mobilising action for the same. The Regional Office also has responsibility for technical assistance and capacity building in the following areas:

- Leadership development
- Core competence
- Theme competence and networks
- Team building
- Regional advocacy

Such capacity building and training could also include areas such as gender, RBA and FGM. The reporting line for all these regional functions is directly to the Head of Division in Oslo.

Observations

While the organisational changes are recent, and have been delayed by the investigation of the Somalia corruption case, the staff were positive towards the new model. They found it to incur 'less blurring of lines', individual responsibility has become more visible, and the new structure provides better checks and balances on NCA and partner activities. That view was supported by partner organisations and external observers.

National staff were open to reflection on their strengths and weaknesses, and exhibited extensive knowledge about NCA and commitment to the GSP. There is an agreement that the monitoring function needs strengthening, especially when assistance is provided in conflict areas, and should be closely linked to financial management and control. A lesson learned is that financial control should be as close to the projects as possible as that is where routines are not followed and mismanagement and corruption tend to be identified, not at the main office.

Potential for improvement

The staff agrees with a reduction in the number of partner organisations, and that steps are taken to implement the policy to exclude non-reporting partners from funding until they have upgraded their financial and reporting systems, even if actual project implementation is satisfactory when checked. That might, moreover, assist the regional offices in establishing 'bottom up' quality control and thus in reducing the administrative burden on the main office.

The office emphasised a need to develop the 'second line management' with national staff: as these constitute the organisational memory, a strengthening of their capacity will help increase the overall NCA management capacity and improve dialogue with partners. There is, however, a constant need to ensure that NCA is staffed to meet new challenges. In some cases it has opted for outsourcing of competence to partner organisations, as in HIV/AIDS, rather than maintaining in-house expertise. A major issue on the regional agenda is to strengthen south/south capacity development and to develop multicultural leadership.

The Democratic Republic of Congo

The NCA's activities in the Democratic Republic of Congo (DRC) are managed by the NCA regional office in Kigali, Rwanda. With 1 expatriate, 3 programme and 6 support staff (national), it takes a fair amount of their time to cover all countries, partners and projects.

The Great Lakes region is described as severely influenced by the aftermath of ethnic cleansing and prolonged warfare, despite reconciliation efforts and democratisation processes. DRC is in a post-war trauma, facing a major dependency syndrome and with women in an extremely vulnerable situation. Rape is systematically used for humiliation, including of men, and HIV/AIDS is a major problem. There is extreme poverty, and community commitment to projects has proven difficult to achieve due to the constant underlying fear of violence and new genocide and to people being afraid of 'losing face'.

NCA has 11 partner organisations in DRC, of which 3 are in Goma. The budget is 1.3 million NOK, provided from Norad, GAP and NCA's own funding. A stricter control and monitoring of partners is being introduced, including unannounced project visits, which are deemed

necessary to assure NCA of the required project quality. NCA's expectations for the measurable delivery of results are explained to all partners, imposing new demands on the skills and capacity of NCA and partners' staff. Major emphasis has been placed on information about HIV/AIDS, to entrench learning among partner organisations. There is an argument for focusing more projects within a geographical area so as to increase the benefits, and then to shift to new areas when the impact has been secured. Areas identified as being in need of further attention in DRC are 1) drinking water, 2) gender, and 3) land rights.

The partner interviews in Goma emphasised the good dialogue they had established with NCA, and expressed appreciation of the guidance and capacity building support they had received (including on Do No Harm). The increased demand for performance and timely delivery of reports was welcomed, as were NCA's frequent project visits, which had helped establish the necessary degree of trust to develop its partner relationships.

Potential for improvement

The opinion held by NCA staff is that the new regional structure and the new command line constitute a major improvement, while the regional office continues to play an important advisory role. The strategy of outsourcing HIV/AIDS work to partner NGOs is questioned by NCA Great Lakes, as NCA's role might become less visible. Given the challenging working environment and the extensive travelling, there is a wish to expand from 1 to 2 expatriates in the Great Lakes office, which they believe will help reduce the workload of the desk officer in Oslo.

A concern was raised that the peace and reconciliation project has until now been too focused on the top leadership. The suggestion is that NCA should promote practical collaboration and reconciliation between groups at the lower levels, and facilitate linkages between these levels and the leadership.

ORGANISATIONAL PERFORMANCE

Introduction

NCA is one of Norway's largest non-governmental organisations, and a major international NGO in its own right through the ACT and other church-based networks. NCA's engagement and activities are broad, as is the task NCA is set to achieve: Together for a Just World. The activities cover emergency relief work, rehabilitation projects, development activities, efforts to negotiate, sustain and build peace and to reconcile parties following conflicts, and advocacy for the rights of poor and marginalised people and as an actor on their behalf on the national and international political scenes.

NCA is rooted in Norwegian civil society through the broad-based membership of a number of churches and ecumenical organisations on the NCA board, ensuring a NCA presence in all congregations and municipalities. During recent years the regional offices have been prioritised. The youth-oriented Changemaker is a very active part of the organisation, especially when it comes to advocacy work.

This review is of the NCA's organisational performance relating to the handling of assistance funded by MFA and Norad. Thus the review team will focus primarily on NCA's organisation with responsibility for its international work, the Department of International Programmes and the Department of Administration. The team will also consider the work of the different County, Area and Regional offices, and their relations and communication with the Oslo headquarters (HQ).

The Department of International Programmes is structured with a Director and a small core staff, who are in charge of five divisions. The first is a Thematic Advisory Division, including special advisors on gender and development, peace and reconciliation, ecumenical relations and a 'Fredskorps' coordinator. The second is a specialised Emergency Preparedness Division, with relief and logistics, including the Coordinator of emergency personnel in addition to advisors. Then there are three geographically based divisions for 1) Latin America, Western and Southern Africa, 2) Eastern Africa, South and South East Asia, and 3) Europe, Middle East, West and Central Asia. In each of these divisions there is at least one financial advisor in addition to the programme coordinators and officers holding responsibilities for regions or countries. These programme coordinators manage the daily contact with the various countries and programmes, as well as communication with donors such as MFA and Norad. They do the quality control on budget proposals and reports, and visit the country offices on a regular basis. The programme coordinators can draw on advisors from within the geographical divisions (for example two of them have advisors on peace and reconciliation) or from the Thematic Advisory Division.

As discussed elsewhere, NCA has made changes to its international structure relating to the division of responsibility and the reporting routines and lines. This has established direct communication and reporting lines from Country and Area offices to the Head of Section, rather than going through the regional offices.

There have been a number of recent cases where NCA has drawn negative media attention. This goes for the Sudan and Somalia fraud cases, an accusation of sexual abuses in Laos and claims of inadequate attention to indecent staff behaviour. While some instances have been confirmed, investigations have proved negative on other accusations. The general impression is that NCA responds seriously to reports of misconduct, that major organisational changes

have come in place to prevent further fraud cases, but that more effort is required to educate staff and partners on NCA guidelines and that a zero tolerance policy is applied toward staff that make use of the vulnerability of their intended beneficiaries. The high moral commitment NCA has to its work requires a similar high degree of attention to staff and partner conduct.

Findings

These findings are based on interviews with staff at HQ and at the Regional, Area and Country offices visited, and in addition findings from the Self-Assessment Survey, including comments made. To start with the latter, the statement below seems to represent a balanced view held among NCA staff:

Even if we are a fairly large NGO in a Norwegian setting, we are still a small actor on a global scale. Still, my impression is we make an important contribution in the areas where we are involved. In Norway we are good at fund-raising and awareness building. Abroad we have dedicated and skilled workers. We are good at picking partners and relating to them. Long-term organisational learning is weak due to the high turnover rate of our expats. There is still much to be gained from better coordination and work sharing within the ecumenical family of church development agencies, private NGOs and government development agencies.

The general impression formed is of a well functioning organisation with qualified and committed staff. The team has experienced a very high degree of openness and frankness at all levels of the organisation, combined with good knowledge of NCA's vision, mandate and the Global Strategic Plan (GSP). The attitudes NCA staff expressed towards partner organisations and beneficiaries were respectful and dignified, enabling the degree of trust required to establish as equal forms of partnership as possible.

The workload at the HQ is, however, considerable and NCA staff hold a high responsibility for ensuring quality of project proposals, follow-up and reporting. According to MFA, NCA submitted a total of 320 project applications in 2005, which then had to be processed by the respective desks.

Staff at the regional offices expressed a high degree of satisfaction with their jobs, and felt they had influence on the setting of NCA's overall direction and the Country plans. Offices visited were well organised, professionally and administratively, and provided a solid impression. The Regional, Area and Country representatives we met were all well qualified, had extensive knowledge of the countries/regions of which they were in charge, and appeared to have large networks within different sectors of society.

NCA's policy of working through partner organisations, although with some self-implementation, had led to a very light international staff presence in the Ethiopia, DRC, and Nairobi offices, with more responsibility placed on national staff. All senior representatives we met had a long history of working with NCA or partners, and substantial knowledge about the organisation.

As mentioned in the country cases, the altered role for the Regional Offices was appreciated by the country offices as it was regarded as ensuring higher transparency and clarity. Some concerns were, however, expressed on the following points:

- The quality of reports received from partners and country offices was at times low, causing additional work at the Oslo office. Staff at the Department for International Programmes has a very high workload, with considerable time spent on communication with donors and services ensuring compliance with donor requirements.

- Further attention was needed to improving the 'second line' management, the national staff, and allowing them opportunities to increase qualified staff members' expertise through secondment to other Country/Regional offices or serving as experts in particular activities and themes.
- A wish for a more concerted follow-up of senior expatriate staff, allowing them to stay on in NCA for longer periods of time, and improved introductory courses and regular mentoring of staff in key positions.¹¹
- Introduction of a more systematic and uniform system for job performance evaluation and capacity assessment, both in Oslo and in the different countries/regions, helping to identify capacity development needs. This should lead to a staff development policy and strategy, accompanied by adequate funding.
- Further attention to be paid to organisational documentation and learning, improved monitoring and evaluation routines and improved guidelines for programme development.
- Junior staff requested better career opportunities within NCA, and administrative staff easier access to international postings.
- Improved communication and data exchange tools to smoothen and improve communication and dialogue between Oslo and the field offices.

Survey findings

The survey had a stronger response from head office employees (43 %), but the 30 % response from field managers and employees established a fair balance in representation. More women (56 %) than men responded, and 35 % had worked for more than 5 years, with quite an equal distribution between the other categories listed.

What comes across with force is the identification with NCA's mandate: 63 % agreed strongly that the staff regarded the organisation as performing in a professional manner, and that they, with partners, could contribute towards 'making a just world'.

There was likewise a strong familiarity with the GSP: almost 60 % agreed that there was a high degree of coherence between the NCA's mandate and the GSP and that there is a participatory and inclusive approach to policy and strategy development, although 8 % disagreed on the latter.

Asked if NCA is **sufficiently staffed** to manage ongoing projects, at HQ, field and regional offices in Norway, the majority agreed (from 62 to 78 %), while as many as 18 % disagreed for the HQ and field offices.

More agreed that NCA had the required **expertise** to manage its activities, with 23 % strongly agreeing for the HQ, though 12% had a concern for the field offices.

There was general agreement that the **delegation of authority** between main, regional and country offices is proper: 18 % strongly agreed and 13 % disagreed. That went for organisational **communication** as well, but here it should be noted that as many as 18 % disagreed.

As many as 77 % agreed and 10 % strongly agreed that NCA had the necessary **management guidelines and routines**, which is reassuring, and 29 % strongly agreed to having clear job descriptions. However, an important concern was raised by the 37 % who disagreed that a sufficient staff development system was in place, although 58 % agreed.

¹¹ Some of the Country Directors have established their own mentoring system within their region.

The **financial management system** was seen as adequate at all levels, as many as 29 % strongly agreeing regarding the HQ system. **IT and communication** systems were sufficient for the majority, but still as many as 19 % disagreed.

An important question for this review is whether staff believe NCA's reports to provide an **accurate description of actual activities**, with which 14 % strongly agreed, 71 % agreed and 14 % disagreed.

Responses to the questions relating to the **implementation capacity of NCA and its partners** were very clear. The vast majority believed that NCA both had the required skills and was in a position to deliver timely and appropriate assistance, and they all underlined the importance of ACT and NCA's role within ACT. Two important concerns did, however, emerge: one was on partners possessing the required implementation capacity, with which 20 % disagreed; and the other was that 30 % disagreed that NCA had the appropriate funding to achieve its goals.

Turning to **advocacy and protection**, there was a strong belief among NCA staff that the organisation held influence when engaging in advocacy work, and that there was an adequate focus on protection issues. The majority found the advocacy influence to be strongest in Norway, and it should be noted that 19 % disagreed that there was influence in the respective partner countries. NCA should also take note of the fact that as many as 23 % stated that the advocacy work caused problems for emergency relief and development work, although 15 % strongly disagreed with this statement.

Relationships with **partner organisations** are important both to NCA and this review, and it is therefore reassuring that with very few exceptions (3 %) all believed that NCA had selected partners with broad legitimacy, that these were relevant actors for social change and service delivery, and that the collaboration was good and the trust sufficient. However, there was also an alarmingly high number (46 %) who disagreed that NCA had undertaken sufficient capacity development of partner organisations, and 30 % felt that the partners were not allowed sufficient influence over NCA policy and strategy development.

The **relationship and dialogue** with MFA, Norad and the embassies was regarded as very good, with Norad slightly better than with MFA and the embassies.

Quality assurance (financial and project wise) and learning emerge as a concern to many, although the majority find it good. What stands out is that 22 % disagreed that project quality assurance was good, while only 11 % disagreed that the financial control system was appropriate. Furthermore, 34 % did not find training in project-specific skills to be good, 33 % did not find organisational learning to be good and 27 % felt that their own opportunity for internal learning was not good.

Asked to rank **NCA activities**, they all came out as good or sufficient. Some were seen as weaker than others (average 20%), namely training, quality assurance systems, conflict sensitivity analysis, risk assessment and assessment of potential partners. Most found financial control and reporting to be excellent.

When asked to assess the **quality of NCA activities** the majority found it to be good. Those rated with the highest excellence were water and sanitation (26 %), emergency preparedness and assistance (23 %), HIV/AIDS (17 %) and international networking (15%). The potential for improvement was deemed highest for monitoring and evaluation (21 %), development of partner organisations (17 % weak), civil society and accountable governance (17 %) and NCA organisational development (12 %).

Conclusion

The survey confirms to a large extent the findings from the interviews and the field visits.

In general, NCA has a sound, qualified and well functioning organisational set-up able to run quality projects and engage in advocacy work, and improved by the recent changes regarding the role of the Regional offices. NCA's span of work and partnership strategy places enormous challenges on the organisation and the individual staff members, certainly the top management at HQ and not least the field offices.

However, there is certainly a need to improve organisational learning, staff training (including for projects) and development of partner organisations, as well as the routines for monitoring and evaluation and general quality assurance. Gender issues, and allowing women influence in partner organisations, should also be high on the agenda.

Another factor is the large spread in the number of countries, partners and not least projects represented in NCA's programme. A more focused approach would help to reduce the organisational burden and ease addressing the concerns listed above.

The team has noted that more responsibility has been shifted out to the country offices, though not necessarily matched with financial and human resources – including advisors based in the region. It is, moreover, important to ensure mutual support and a constant dialogue between the HQ and the field, not least to avoid duplication of initiatives.

The GSP is important to NCA, and considerable organisational resources and energy have been invested in developing it. The team finds it important that NCA manages to illustrate the achievements of individual activities and their linkages to the GSP, both for NCA and to the partners and donors.

While the HQ will have to assume responsibility for these improvements, the focus has to be on the country, area and regional offices. It is at these levels that partner development and quality assurance need to take place, and it is by improving staff and partner competence to monitor, plan and report that the quality of planning and reporting will improve, and thus reduce the workload of the HQ staff.

FINANCIAL MANAGEMENT

System in general

NCA follows Norwegian accounting law and practice and the guidelines required by 'Statens økonomireglement', which is required for funding from Norad/MFA.

Internally, the financial management system is supported in several ways:

- i) By internal routines, rules and guidelines;
- ii) By computer-assisted financial and project management systems;
- iii) By annual financial planning and reporting cycles with a set division of duties.

For the internal routines, rules and guidelines of particular importance are the guidelines in 'Økonomihåndboken', as well as other internal documents (such as 'Budsjettnotet 1 og 2'). For the country offices a financial management and accounting procedure chapter (Ch. 8) in the Field Management Handbook is a key tool.

Regarding financial and project management, two systems are relevant. The first comprises the accounting systems Concorde at the head office and Navision for several country offices, allowing a smooth interchange of data. The second is the project management system PHS, which has modules for budgeting, allocation and payment. The PHS system has been implemented in country offices to the extent permitted by internet access, capacity and computer safety. Thus not all country offices have access, and some offices have only limited functionality. A new global financial system will soon be implemented.

The annual financial planning and reporting cycle sets dates and deadlines for budgeting, planning and reporting on the use of allocated funds, ensuring timely and (together with the other supporting 'tools') adequate financial management.

Findings

Generally, financial management is good in NCA. The routines have been improved recently and a new financial management system is under development. NCA has learned from unfortunate incidents like the 'Sudan case', an instance of major fraud in the Sudan programme.

Audit and internal control

At the NCA Head Office there are financial control units consisting of Financial Controllers at the International Department, in addition to an Internal Auditor reporting to the General Secretary/Director of Administration. The NCA Internal Auditor has the independent role of quality assuring the financial practice.

The Financial Controllers and the Internal Auditor perform financial control of the NCA systems and procedures at the NCA Head Office, as well as at the NCA Representations abroad. This includes visits to the NCA programme areas. After the large fraud case in Sudan the financial

control functions were strengthened by upgrading the Financial Advisor positions to Financial Controllers.

The responsibility for financial management and control at the different representations is placed with the Resident/Area Representative, as specified in the Reference Field Management Handbook. This includes ensuring that financial control procedures are in place, and in accordance with requirements set by NCA. An element of the NCA introductory course for new Representatives focuses on identifying and handling fraud and financial mismanagement.

All NCA Representations have their accounts audited by external auditors. The NCA Board appoints the Representation's external auditor on an annual basis, and approves the Representation's annual, audited Financial Statement. During the audit of the Norad and MFA allocations, the NCA Head Office's external auditors receive, through the internal quality control functions, all audited Financial Statements of the NCA Representations as well as individual audited Statements from the partners.

Findings

After a large fraud case in 2002-2003 at the Khartoum office, all NCA financial routines and systems were immediately revised and in 2005 a project "Assessment of Management Structures for NCA's International Work", was carried out. Significant efforts were put into dealing with the aftermath of this embezzlement and are frequently referred to both by NCA staff and by people outside the organisation. The Khartoum office is still struggling with the organisational challenges of bringing the dispersed Sudan programmes – which were previously split into two, one managed from Nairobi and one from Khartoum – together into a single programme. In addition, the Khartoum office is responsible for the DERO emergency response in Darfur, a larger joint ACT/Caritas emergency operation. This operation is a pilot within the ACT/Caritas system and is demanding on the financial as well as the managerial side.

Once again in early 2006 a fraud case was exposed in the same East African region, this time at the NCA Somalia programme, and followed up via the NCA Representation in Nairobi. The amount of the fraud was, however, not as large as the fraud in Sudan, but also this time the fraud had been on going for some time. Once detected, NCA asked for a Forensic Audit to be carried out. While only the years from 2004 up to February 2006 were under investigation, suspicious transactions were found in 2003. It was possible for the fraud to go on undetected during this period due to the remoteness of and difficult security situations in the programme areas. As banks were not operating in the programme areas, cash was transported through local structures, making control measures more complicated for the NCA Nairobi Representation. However, when a new Area Representative took up position in January 2006 the internal routines were upgraded and the fraud was detected.

The review team has noted that it is the policy of NCA that routines, systems and procedures shall prevent fraud. NCA argues that if fraud and embezzlement still occur, it is due to the routines and procedures being neglected. It is the responsibility of the management to perform financial management and control, and to report any irregular matters through NCA Head Office via the regular reporting lines. However, it is recognised that as financial management and control is the responsibility of the NCA Representative and the local management, compliance with regulations and awareness may vary from one country office to another. In particular, the NCA Representative's attitude and behaviour are important.

The importance given to strengthened financial control at the various Representations was evident during the field visits and discussions with NCA HQ, where the team was not made

aware of any fraud cases that had been identified by the Oslo-based internal auditor or the controllers; rather, it is the staff at the country offices that find these cases. This implies that more capacity and responsibility for financial control, including uncovering fraud, should be held by the country offices. The present centralised control mechanism helps reduce the risk by improving the routines.

Recommendations:

3. Given the many challenging contexts in which NCA works, the Representatives and the Finance Officers should receive specialised training in uncovering and managing fraud.

4. NCA should assess the possibility of establishing an additional internal reporting line from the field directly to the Secretary General's staff, and rapid access to forensic services for offices needing to deal with cases reported by 'whistleblowers' and/or where irregularities are suspected.

5. Given the responsibility NCA places on the Representatives and the local management for all finance management and control, NCA Head Office should closely monitor that all NCA's guidelines, routines, and procedures are followed.

Administrative costs

Like NGOs in general, NCA takes a percentage for administrative costs when receiving funds for project purposes. The intention is to cover necessary costs for the administration of the funds and projects, among other things required for reporting back to the donor. For the MFA this is a set percentage that in general has been the same in both level and structure since 1990. The percentage given by the MFA is 5% on emergency projects, while Norad gives 8% to administration. Norad increased its administration percentage from 6% to 8% in 2001. The definition of the administrative costs, as viewed by many of the stakeholders, is rather peculiar. The costs accrued in Norway are defined as administrative costs, and consequently all costs of any kind accrued in the countries are regarded as project costs. For Norad, a separate administration project is set up for the country office.

There have been discussions about the administrative costs but the system has remained more or less the same. The reporting requirements, however, have increased, according to NCA. The situation now is that NCA also uses its self-generated funds for administrative purposes, particularly for MFA projects, where only 5% is given for administration.

The MFA in particular has from time to time wanted to reduce the administration percentage, particularly in cases where it has transferred larger funds to larger projects. The argument has been that in its opinion large projects – where sizeable amounts are transferred to the partner – require relatively less administration from Oslo, although it acknowledges the need for administrative support.

In the public debate there has been a tendency to see administrative costs as waste; the priority is for project funding, meaning that squeezing the administration low is efficient. However, administration may also be seen as a necessary cost of delivering the projects. Hence, underfunding administration may also cause inefficiencies.

Findings

NCA now spends its own funds managing MFA projects, according to the review team's understanding. In our opinion this may become a problem since the willingness to give money to NCA may be reduced if it is publicly known that the money may go towards covering under-financing from the MFA. Some donors, such as the Embassies and the UN, are more reluctant

to give administrative funds and expect NCA to undertake the projects without or with less administrative overhead.

The MFA's interpretation of what are administrative costs is not the only definition of administrative costs used. Different percentages as well as structures are used both nationally and internationally. Here follow a couple of examples:

- i) The Norwegian 'Innsamlingskontrollen' use three different groups related to such costs.¹² The first is costs related to acquisition, i.e. to obtaining the funds. The second is funding for administration, defined as costs that are not related to acquisition or to do with the activities/project. The third is project-related costs, which are costs related to undertaking the activities.
- ii) Administrative costs recognised by UNICEF and UNFPA (in Malawi) are now set at 20.5 % altogether. Of these, 12 % goes to the local, implementing NGO, 5 % to the UN organisation and 7.5 % to the UN centrally, according to our information.

We found that the present use of an administration percentage was improving the efficiency of the organisation only to a very limited extent. In its design, the fixed percentage for administration only gives incentives to the organisations to move costs out of Norway. It is not certain that this improves efficiency.

For NCA, we found that the level of headquarters spending was more related to a) the expected requirements from the donors, such as reporting, and b) the assessed need for support to the country levels. One relevant recent example of this is the change towards limiting the work and responsibility of the regional office/representative as a consequence of the Sudan case. Instead, NCA has country offices report directly to Oslo. This change will to some extent increase the costs and workload in the Oslo office. This is because costs at the regional level are not regarded as administration, but are so regarded when the same tasks are performed in Oslo. This change was made to improve the effectiveness of the organisation, and not to optimise the funding system.

A low administration percentage gives the impression that most of the funds go to the target groups, and that little is 'wasted on administration'. However, this is not the case in the present Norad/MFA system. There is no publicly available or defined information in the present system that gives information about efficiency or how much reaches the target group. The normal reporting requirements – typically, audited accounting reports and normative reports – do not adduce such information in a consistent and comparative manner, nor are they required to do so. In the present donor system there are limited incentives to have an efficient administration at the country level, since such funding is not looked upon as administration but rather as project implementation.

Short deadlines for financial reporting are a challenge for partners. Given the environment they operate in and the partnership approach, it is difficult to have audited reports ready by the time the donors and NCA want them. There is a shortage of qualified auditors in many of the countries, as indicated in the discussion elsewhere about local auditors, and when all companies and NGOs need auditor services at the same time (January/February), this of course creates a bottleneck in financial management for the partners. To take short cuts or stress the organisation to meet short deadlines may cause reduced quality. The reporting process should therefore ideally be adjusted to fit sound management procedures for the partners. However, if the financial reports are missing beyond reasonable time or because of

¹² "Retningslinjer for regnskap avlagt av organisasjoner tilsluttet Stiftelsen Innsamlingskontrollen i Norge". Only available in Norwegian, and the guidelines are under revision.

internal weaknesses in the financial management of the partner, appropriate action should be taken by NCA.

At the time of writing both the MFA and Norad are looking into their financial and administrative management.

Recommendations:

6. MFA and Norad should look into a new and improved structure and guidelines regarding administrative and other costs that are not direct project costs.

7. Donors should accept extended deadlines for reporting, but not reduced quality of financial management.

Auditors for partners and country offices

Presently, the NCA Representations all have decentralised accounting systems and external audit. NCA requires the Representations to be audited by an international audit firm, if available.

NCA does not appoint auditors on behalf of the partners; however, reference is made to the NCA standard partner agreement, which states: 'The accounts must be audited in accordance with international Standards of Auditing by a certified Public Accountant, member of the recognised local auditing profession.'

However, it is of concern that the professional capacity of the local auditors is of different standards in the various countries where NCA is represented. In both of the countries visited the actual availability of auditors as well as of accountants was seriously limited. In Sudan, NCA has used the same auditor since 1999, including during the Sudan fraud case. The investigation report here recommended 'NCA to assess the possibilities to change auditor', but NCA has, after investigation, found the audit firm to be the most reliable one in Sudan. In Ethiopia the same auditor has been used for a number of years. The auditing company is regarded by NCA as being the only reliable auditor in the country. The NCA financial officer is a former employee of the auditing company, and this is seen as a sign of quality. NCA does not see any conflict of interest in this set-up.

Moreover, some of the audit firms in addition audit many of NCA's partners' accounts. This might, on the one hand, lead to a practical congestion during reporting periods, while on the other hand, provide the auditors with close to an information monopoly on financial matters, and the possibility that they might be less professional in their work than desired.

Findings

In circumstances like Ethiopia and Sudan, where the auditors do not have any real competition, they might have considerable influence, not only over NCA but even more over NCA's partners. The risk arises that an auditor may misuse the trust and confidence NCA places in the auditing company. Risk consists of two parts: one is the probability of the risk factor being realised, and the second is the consequence if the risk factor is realised. Severe damage may occur if a trusted auditor misuses its influence, particularly if this happens over an extended period.

NCA Head Office, however, monitors the situation and from time to time initiates a change of auditors. In addition, the external auditors are reappointed annually by the NCA Board. Through annual appointment letters, the auditors are informed about the NCA's annual audit requirements. Both the NCA Head Office and the management at the NCA Representations

communicate frequently with the external auditors. The NCA Representations also consult the auditors on matters regarding Government policies, fiscal and taxation regulations etc.

The review team, while pointing out its concerns regarding the limited availability of qualified auditors in many conflict contexts, would suggest that NCA could utilise more of their knowledge, for instance by having a deeper dialogue with them beyond regular management letters. One example is the present concern regarding the performance of SCC in Sudan. When the auditor was interviewed, he indicated that although he did not suspect corruption in this case, he had noted what he described as 'unnecessary use of funds', for example by higher staff travelling to places where lower-level staff should go. This was new information to NCA's management, illustrating that more frequent meetings and the development of more specific TOR for its auditing service could bring such information to NCA's earliest attention.

Recommendations:

8. NCA should closely monitor its external auditors to ensure that the communication with and the professional services rendered by them are optimal.

9. NCA should consider using more specific Terms of Reference for the auditors in order to get a better understanding of NCA's and preferably partners' financial integrity.

Mushrooming of PIDs is driving up costs

PHS (Prosjekt Håndterings Systemet) is the present computer system for project management. It is a general project handling system, which in addition to the financial modules explained earlier also has a project management module, through which project information is added and accessible.

At present a large number of documents and actions have been put into the PHS, while a new integrated project and financial management system is under development.

Findings

Generally the PHS seems to be working fine. However, when new projects are registered in the system we have been told that the system allocates more project identification numbers (PIDs) than is necessary for reporting and other purposes. Every PID has to be reported on, so the mushrooming of PIDs creates additional workload, and hence generates extra expense and irritation in the organisation. Complaints came from both the field and HQ.

Recommendation:

10. The new integrated financial system should be carefully design so that the project identifiers are adequate for the required reporting and planning, and not the reverse as is the case today.

Late funding from donors

NCA stated that not all funds arrived on time. In particular, the GAP funding had allegedly sometimes arrived late, for example for school projects in Sudan, where this has happened in the last two years. This has caused considerable damage to the projects. However, NCA applies to MFA for short term funding, normally on an annual basis. If projects require funding for more than one year this should be made clear in the application. Misrepresenting the actual situation may cause delayed funding and, generally speaking, delayed funding from donors causes significant harm to the beneficiaries on the ground. NCA has only a limited ability to make advances to partners/beneficiaries while waiting for the donor funds to arrive. MFA may support multiyear projects over GAP budgets when required.

Recommendation:

11. Donors should ensure that funding arrives on time. Delivery accuracy should be monitored and deviations should be followed up.

EMERGENCY RESPONSE

A total of about 30 % of NCA's budget was in 2005 allocated to emergency response. For NCA, emergency response is part of an integrated approach, and NCA will often work through the same partners on emergency response as for development assistance and seek to meet emergencies through a long-term approach. NCA believes that by building capacity amongst partners, areas affected by crises and emergencies will themselves be better prepared to meet and handle crises.

Because of the integrated approach emergency response is the responsibility of the geographical desks at HQ.

As a member of the ACT alliance NCA prefers the alliance as a coordinating mechanism for financial support and contact with the implementing partners. NCA contributes to ACT both financially and with human resources.

An evaluation of ACT¹³ commends the alliance for its considerable accomplishments but also points out a number of challenges, one of them being the divisions among its members. NCA states that it is pushing for like-mindedness, and this was confirmed in the field visit to Darfur where NCA has the role of lead agent. Within the ACT/Caritas alliance NCA is commended for contributing a lot of experience and tools, while at the same time being flexible in its cooperation with other members of the alliance and willing to share the glory.

Reporting is another challenge for ACT that was focused in the evaluation. This is partly explained by the varying capacity among the members and by the variety of reporting requirements from back-donors.

Many of NCA's reports to MFA are noted as having been late and of varying quality, both on the financial and narrative sides.

Recommendation:

12. While understanding an often raised argument concerning tight deadlines on reporting, NCA must continue to focus on improved reporting on emergency response to make it relevant and focused on results.

Conclusion

Recent humanitarian crises have shown the importance of strong local actors, and it is opinion of the review team that NCA's approach is highly relevant. The same goes for NCA's focus on the political framework for crisis. As one of NCA's employees reflected: 'There is never enough water in a country without good governance'. The NCA approach might prove vulnerable if partners are weak, which challenges the organisation to maintain close monitoring of emergency projects and strong organisational knowledge of context challenges.

¹³ "Unlocking the Potential: Evaluation of the ACT alliance in the international response to crisis", February 2004. By Johan Eriksson and John Borton.

DEVELOPMENT ASSISTANCE

Relationship between GSP, thematic plans and country plans

NCA's strategic programme focuses on the same development objectives as does Norwegian development assistance; the NCA policy is, however, based on the GSP.

In East Africa NCA's prioritised sectors are the following:

- Water (domestic water supply, water for animals, water resources and/or water management) and sanitation (community, institutional and household)
- Accountable governance with emphasis on economic justice
- Emergency preparedness and response
- Conflict transformation and peacebuilding
- Gender-based violence (incl. FGM)
- HIV/AIDS
- Emergency preparedness and emergency response
- Integration of gender equality and environmental sustainability into all approaches.

NCA's main implementation strategy is to work through local partner organisations, primarily church partners with strong local networks. The various aspects of this strategy are discussed in the partnership chapter of this report.

Observations and findings

NCA's vision for this GSP planning period is 'Together for a just world'; the theme is 'Upholding human dignity'.

NCA considers human dignity to be under siege in many parts of the world, particularly among the poorest and most vulnerable. Human dignity is threatened by the lack of opportunity to participate in decision making, and a lack of equity in access to the most basic opportunities and resources, including education, health, food and clean water, shelter and a reliable livelihood. It is, moreover, threatened by violence and insecurity. All of these threats have gender dimensions.

NCA will in the plan period put emphasis on the poor and on vulnerable groups, especially women, youth, indigenous peoples, and minority groups and uprooted people. NCA will support the empowering of groups to claim their rights.

Capacity building and interlinking

The team notes that the objectives of the present five-year GSP and the regional and country plans have changed focus from primarily addressing a lack of social and economic rights to moving towards more general human rights and a rights based-focus. The team further notes that strategic partnerships are important instruments for reaching the stated objectives. It is, however, not easy to separate strategies, objectives, methods, instruments and indicators, and sector activities, including exit strategies.

NCA's regional strategy for Eastern Africa emphasises that the region is extremely interlinked; thus regional approaches to peace, security and development are crucial. The team has,

however, not found close links between projects at the national level or between projects in the different countries.

Capacity building of partners and resource mobilisation in general are important parts of NCA's activities. The availability of qualified staff is a considerable problem; drainage of qualified staff to other organisations is common and may hinder the achievement of objectives. Salary levels and challenging living conditions in South Sudan may be factors which should be reviewed further.

Recommendation:

13. The team recommends that for NCA to increase the impact and quality of its development work, capacity building should be given higher priority and resource allocation, and a regional approach adopted to maximise the use of existing organisational and human resources. Such considerations should be linked to discussions about NCA's exit strategies, including sustaining efforts by handing over projects to (regional) partner NGOs, governmental entities or the beneficiaries.

Project portfolio

NCA's project portfolio is considerable in size both globally and at the national level in Ethiopia and Sudan. The total budget and number of staff are, however, limited compared to NCA's vision and strategies. Most of NCA's projects are small in financial terms; the two programmes implement more than 50 projects every year in a wide range of sectors.

NCA has a long history in both Sudan and Ethiopia, which creates a tradition that forms a foundation for its strategies and approaches. The development programme in Sudan is complex, diversified and geographically dispersed to neglected regions. The programme is in general implemented by church-related partners. Activities undertaken in remote regions with very limited staff capacity make monitoring and financial control a challenge. The team furthermore questions whether NCA might have been too trusting of reports from some partner organisations.

Recommendation:

14. In view of the limited staff capacity and funds the team recommends that the programmes and activities should be more focused so as to increase the quality and possibly the impact of the projects implemented.

Monitoring and evaluation

The team is fully aware that a professional follow-up of partners and monitoring of projects is a time-consuming process; it draws expensively on financial resources as well as staff time. In Ethiopia every project is evaluated as a matter of principle, some in collaboration with the Government, while in Sudan only three evaluations have been completed during the last 5 years. Moreover, the team observed that documentation of project implementation and monitoring in the Sudan programme was not ready available. It seems that filing procedures and the quality control of reporting procedures have been neglected.

Recommendation:

15. NCA must ensure that monitoring and evaluation is an integral part of a plan for continuing quality control and organisational development and learning, thus including documentation of procedures and results.



Vulnerable groups in a challenging context

The team notes that most of the projects observed in sectors such as education, health, water and sanitation are linked to the interests of vulnerable people, including IDPs, and are located geographically in rural areas. It is, however, not clear to the team to what extent the dignity of people has changed over time, to what extent people take part in decision-making processes locally or at the nationally level, and what role NCA plays in ensuring beneficiary involvement.

NCA operates in many unstable countries and countries with undemocratic regimes. The team believes that risk analysis of engagements and project sensitivity, including 'Do No Harm' analysis, should be a feature in country programmes and be part of the training of NCA and partner staff. Such analysis is a useful instrument for clarifying working conditions and assuring service delivery for NCA and partners. Loss of goods to conflicting partners might in some cases prolong conflict.

The team observes that partners have produced mixed results. Integrating NCA activities in North and South Sudan into a single NCA Sudan programme has been a difficult and time-consuming process. Additional problems were brought about by the collapse in 2005 of NCA's main strategic partner in North Sudan, the Sudan Council of Churches. The adjustments in programmes will to a large extent depend on the church councils and their ability to solve current challenges.

Recommendation:

16. Working for vulnerable groups and with partners under undemocratic and repressive regimes poses a range of challenges to how NCA relates to the different

actors, how it plans its interventions and how it interacts with the beneficiaries. The team recommends an even stronger emphasis on Do No Harm training and conflict analysis, and that these tools are made known to all NCA staff and partners.

IDPs and education

Promoting the interests of IDPs in Sudan is an important element in the NCA programme. In Khartoum there are around 2 million IDPs, who are supposed to return to their homes of origin, primarily in South Sudan. The team considers IDP issues to be very challenging. Priority questions are linked to the availability of health and education services and ownership of land. The team noted that among IDPs in Khartoum today only a small number of the children had access to school. A successful IDP return programme requires efficient coordination between UN, NGOs, and national and regional authorities.

Education and teacher training is the dominant sector in NCA's South Sudan programme, and the demand for education services is enormous. SPLM has for a long time recognised the importance of the education sector for the future development of the country. Special measures are being applied to increase girls' attendance at school; economic support is provided through primary school and part of secondary school. However, when girls reach the age of marriage they frequently leave school. The team considers that the present project aimed at ensuring girls' attendance is not sustainable.

Recommendation:

17. NCA and its partners should consider procedures for following the career of girls after they leave school and try to assist them as necessary. These girls are important agents of change and should be supported through school and encouraged into professional careers.

Conclusion

NCA is involved in a range of development activities, the majority implemented through partner NGOs though some are self-implemented, such as the water drilling projects. Self-implementation might, however, provide NCA with more hands-on experience, and closer contacts with both the authorities and the communities. Such a range of development involvement, and overt responses to emergencies, provides it with a visibility and networks that might create room to manoeuvre when engaging with more controversial issues, such as human rights and democratisation. It might also provide a platform for targeted capacity building and ways of removing underlying blockages hindering a more just development outcome.

In the above, the team has pointed out issues for improvement, based on an understanding that it is more a matter of adjustment than any major change of policy or strategy that is required. The team recognises that working in such contexts as Sudan, Ethiopia and DRC constitutes a constant challenge for any organisation with ambitions as high as those set by NCA.

ADVOCACY

Introduction

NCA believes that emergency assistance and long-term development work go hand in hand with speaking out against injustice through advocacy, campaigns and communication through the media. NCA works to integrate these three main approaches.

NCA's aim in advocacy is to influence the attitudes and decisions of individuals, churches, communities, governments, international bodies and transnational corporations in promoting all human rights for poor and vulnerable men and women in their struggle to preserve human dignity.¹⁴

Findings

Advocacy is one of three working methods in NCA. Advocacy is an integral part of NCA's work, both in Norway and in the field. NCA's ambition is to use advocacy in different fields:

- vis-à-vis political bodies and decision makers, both nationally and internationally
- vis-à-vis individual companies and the business sector as a whole
- to develop political positions on the development agenda
- to mobilise people through political campaigns
- to support local partners' advocacy work

NCA works with advocacy on its own but often also in alliances with sister organisations and through networks. NCA is part of, for example, the Ecumenical Advocacy Alliance.

NCA tries to address different kinds of decision maker, for example political, financial, religious and traditional leaders.

Changemaker – the NCA youth organisation – is an important part of NCA's political advocacy work, and is highly visible in Norway.

Observations

The review team finds NCA's integrated approach to be highly relevant and underlines that it is important to link emergency assistance and long-term development work to advocacy campaigns and communication work. The review team also endorses the importance of employing advocacy for an organisation such as NCA. Many organisations are doing a good job at the project level, but few are managing to use and transform the insights and knowledge from this level into political advocacy. NCA seems to be very well equipped to do this.

The review team sees it as a strength of NCA that the organisation has different working methods and that these are held together and integrated into each other. The review team does not see it as a contradiction that the organisation is working both in, for example, service delivery on the ground and in political campaigns and advocacy. It is, however, a challenge for NCA to integrate the different working methods even more closely into each other. In particular, advocacy work should be based on the experience of NCA and partners on the ground, and

¹⁴ Global Strategic Plan, 2.3.2.

service delivery programmes and partners should be challenged to think of political advocacy as a part of what they are doing and not only focus on service delivery.

It is also a strength of NCA that the organisation traditionally has local partners that are rooted in the local community and have legitimacy in working on political issues. NCA also has a broad international network of local representations and field offices. This makes NCA a credible advocacy organisation.

NCA has, however, a fairly broad agenda, both when it comes to thematic issues and to working methods. The review team sees this as a strength of NCA, but the organisation should maybe reflect a little more on the dilemmas and risk of problems, tension and maybe even conflict resulting. For example, involvement in advocacy issues around human rights and good governance in Ethiopia and Sudan could create a lot of problems and even risks for NCA. These could be balanced out through a continuation of the close cooperation with the government in some areas and around service delivery. This would give NCA legitimacy in civil society and a better and maybe more robust position vis-à-vis the government when it comes to politically sensitive issues.

Recommendation:

18. NCA should further develop the advocacy work, on its own and in alliance with its various partners, but at the same time ensure reflection and strategy development to meet the organisational challenges this implies.

Conclusion

The review team confirms the relevance and importance of NCA's advocacy work. The team underlines the necessity of working on political issues and undertaking advocacy as an integral part of the organisation's agenda.

NCA seems to be very well equipped and positioned to have advocacy as one of its working methods.

The organisation will nevertheless face some challenges and dilemmas when increasing its advocacy work, as NCA is doing in the GSP. There are situations where the organisation must choose between political advocacy and emergency assistance or long-term development work. How NCA will balance these conflicting considerations – and develop strategies for building a more robust organisation, for instance through programmatic activities – is not clearly reflected in the relevant documents from NCA.

NCA PRIORITY AREAS



Communities for Fresh Water and Safe Sanitation

Introduction

“Water is a key to poverty reduction, sustainable development and conflict prevention. The NCA focus within this thematic priority is on ensuring the right of poor and vulnerable people to an adequate supply of good quality water and safe sanitation within the context of sustainable water resource management systems. NCA will therefore support partners in their efforts to:

- ensure access to clean water and safe sanitation for poor and marginalised communities,
- scale up successful community initiatives in water and sanitation and link these to national water policy and programmes,
- establish national policies and capacities for sustainable water resource management, integrating food security, health, education, energy, environment and gender issues,
- ensure rights-based approaches to water issues, and improve water management systems by strengthening the capacities of local authorities and communities,
- broad public participation in policy decisions with regard to systems of water and sanitation management with a view to the potential environmental impact,
- demonstrate linkages between climate change and water-related issues,
- establish local preparedness capacity for water and sanitation in emergency situations.¹⁵

¹⁵ Global Strategic Plan, 5.3.

Findings

NCA has been assisting the Ethiopian Government in the implementation of a Water Development Programme (WDP) in Southern Ethiopia since 1980. The main emphasis of the programme has been on the production of new water schemes in order to provide an accessible and safe water supply to population groups in remote rural areas. According to NCA, about 734 water supply schemes have been drilled, constructed and rehabilitated, serving about 800,650 beneficiaries.

NCA's current justification for the continuation of the WDP is that:

- Under normal circumstances less than 25% of the population of 70 million have access to safe drinking water. Access in rural areas is lower.
- 80% of clinical cases in Ethiopia are from water-borne diseases.
- Drought is frequent, and affects the situation of woman and children in particular.
- The programme contributes to improving the public health of the population in the target areas.

Observations

The Water Development Programme is highly relevant in the Ethiopian context. There is a clear link between NCA's policy and strategy, and findings in the field. The group considers that there is clear coherence between NCA's overall policy and programmatic activities in the field.

The geographical focus of the programme seems to be in line with the actual needs and priorities of the government. There is also clear confirmation from the government – at all levels – that NCA's WDP is highly appreciated and in line with the priorities and policy of the Government.

There is also acknowledgement from UNICEF of its long and fruitful relationship with NCA. UNICEF and NCA co-operate on a cost-sharing basis. UNICEF confirms that NCA's WDP is cost-effective, and that organisations like NCA emphasise community involvement in the implementation of the programme in contrast to more traditional commercial actors.

But NCA faces a clear challenge – from both UNICEF and the government – when it comes to maintenance of the water facilities and providing spare parts for technical installations such as pumps. There is a lack of actors interested in production work or procurement of spare parts, raising challenges for NCA-established community committees to ensure sustainability at the project level.

Access to water is power and money. The survival of pastoralists and nomads depends on access to water and fodder. Frequent droughts and flooding create environments which are very vulnerable to conflict due to limited access to resources. Development of water projects should be very conscious of conflict issues and be offered "Do no Harm" procedures.

The field visits gave a clear impression of a programme rooted in the local communities it serves. There seems to be good local ownership of the different projects, and community mobilisation and training of local water committees are an important part of the programme. The overall impression of NCA's Water Development Programme is good. There is a clear link between NCA's policy and strategy and the findings on the programme.

This well performing and relevant programme measures up against the DAC evaluation criteria. Long-term sustainability is, however, a challenge, especially when it comes to maintenance and spare parts.

The review team was updated on the discussion as to whether NCA should continue to be an operational organisation and implement water activities on its own, or change its role to take a facilitating role within the WDP. The review team does not have a clear position on this choice. But the team can see some advantages in NCA implementing programmes on its own – and undertaking some ‘concrete delivery’ on the ground – a position supported by the government. This approach would give NCA social legitimacy and a better and maybe more robust position vis-à-vis the government when it comes to political issues and sensitive programmatic activities.

Recommendations:

19. Given the strong indications that climate change will increase water shortages in many parts of the world, NCA must ensure proper maintenance of its investments in the water sector, while also engaging in development of alternative methods for water harvesting and usage and in general advocacy work on climate issues.

20. NCA is advised to ensure that women are consulted and involved in all aspects of water supply and sanitation, so that they are targeted to their specific needs. NCA is encouraged to develop an explicit policy on women and water and sanitation.

21. Given that water is a scarce commodity in many environments, and thus a possible source of conflict, NCA must ensure that project planning and implementation take conflict sensitivity into consideration.

Men and Women Address Gender-based Violence

Gender-based violence is one of NCA’s thematic priorities in the GSP. Gender-based violence is analysed within an understanding of human rights and in the context of culture, traditions, religions, patriarchal structures and unequal power relations between men and women.

GSP

Within this thematic priority, NCA will support all partners in their efforts to expose and address gender-based violence. NCA will focus on efforts to empower survivors of gender-based violence and promote their rights and dignity and challenge perpetrators to accept their duties as duty-bearers.

Among the areas NCA will focus on are:

- commitment by churches and faith-based communities
- the responsibility of men
- efforts to reduce harmful traditional practices, including female genital mutilation (FGM)
- the prevention of trafficking in women and children
- access to basic education for girls by addressing sexual harassment and violence in schools
- the prevention of abuse of and violence against women in conflict situations and emergencies.

NCA’s effort against gender-based violence is highly visible in plans, activities and reports. The most striking focus area in Sudan and Ethiopia is the struggle to combat FGM.

Ethiopia is a pilot country for Norway's action plan against FGM, and NCA is, together with Save the Children Norway-Ethiopia, a strategic partner for the Norwegian Embassy. NCA works through both faith-based and secular partners, realising that changing attitudes and practices demand effort through various channels and methods. NCA has chosen very competent partners and promotes networking and information sharing.¹⁶ A good example of results achieved is sensitisation of religious leaders, many of whom have banned FGM after viewing documentaries on the brutality of mutilation. Religious leaders enjoy great respect among the population and assessments show that their potential as change agents has often been overlooked.

Recommendation:

22. NCA should continue focusing on FGM with the religious leaders because of achievements made, but also because this will involve men more in the fight for the rights of women. Even if it is often said that women are the ones who defend mutilation the most, it is important that men who have power are involved in the effort to protect women from violence.

Another example of success in the fight against FGM is Kembatta Women Self Help Centre (Ethiopia), where attitudes and practices are now changing. Advocacy has had a lot of influence. According to people met in the area the ruling party failed to get votes in the last election because of its unwillingness to take a clear stand against FGM, and girls abandoning the mutilation also have a lot of influence on friends in neighbouring districts. One of the keys to Kembatta's success is the partner's knowledge of the culture in area combined with an understanding of the right of women not to be mutilated. The rights-based approach has led to a needs-based approach for the people in the area.

The practice of FGM varies from district to district depending on the cultural and social setting, and to achieve results it is imperative to choose the right strategies for the cultural context.

Recommendation

23. NCA must focus on and ensure a thorough knowledge of the various cultures, faiths and structures of power so as to secure a strategic approach to Harmful Traditional Practices (HTP) and FGM.

Some of the other partners met during the field trip gave a more mixed impression of achievements. Midwives in one of the projects visited explained that FGM was now less practised because they were not asked as often as before to do the mutilation. Whether the girls/women were sent to other places for the same purpose was not stated. What kind of indicators are used is crucial to measuring the actual impact of the effort.

Recommendation:

24. To be able to verify what is actually achieved in addition to the expressed change in attitudes, NCA must make sure that partners use relevant indicators.

NCA has allocated resources in HQ to work on UN Security Council Resolution 1325 on Women, Peace and Security. In addition to the gender advisor, two advisors on peace and reconciliation will have Resolution 1325 as a focus area, and two teams on gender, peace and reconciliation have been established. NCA has contributed actively to the Norwegian plan for follow-up of Resolution 1325.

Gender-based violence in Sudan

Prevention of gender-based violence is a special focus area of much development-oriented work because it hinders the development of the country. Women's rights were being violated in many different ways, whether through harmful traditional practices, such as female genital mutilation (FGM), or through abduction and early marriage. Moreover, the representation of women in leadership roles and decision making power seems to be minimal at all levels of society. Women have de facto no practical land ownership rights and their economic income generation is low. All these factors lead to social injustice and the subordination of women to men, and therefore constitute a major obstacle to the achievement of NCA's overall goals.

In East Africa NCA and its partners have found an interesting way of reaching the congregations: history from the Bible, which records that David's daughter Tamar was raped,¹⁷ is used to communicate the importance of preventing gender violence.

In Darfur NCA has reached close to half a million people with projects such as water, sanitation, trauma centres and health through the ACT/Caritas network. Protection of women from violence is sought through various means, such as close and active cooperation with African Union (AU) forces and AU female police. Camps are protected through regular biweekly patrolling in order to protect women while collecting firewood or doing agricultural work. Numerous workshops and meetings are undertaken with the aim of raising the awareness of camp leaders, local authorities and local police on human rights and the special need of women and children for protection in emergencies. The 9 psychosocial centres offer skills and literacy training as well as individual and group counselling. The provision of pit latrines located at appropriate distances from the houses and in safe places has been emphasised as an important security measure. So has the introduction of fuel-efficient stoves, since scaling down the need to fetch firewood from outside the camps reduces the risk of women being ambushed.

Advocating for women's security is a sensitive issue in an area like Darfur where the government is very sensitive to any statement that could be taken as criticism of the regime. The conservative culture, with a strong male leadership through the sheiks, makes it difficult for women to have influence. The security risks and the highly complex situation in Darfur make for slow progress.

Even if NCA has relevant strategies for Resolution 1325 at HQ level, actual achievements are not easily found from the relevant documentation. There seems to be a need for practical guidance on how to implement Resolution 1325 at the country level.

Recommendation:

25. NCA (and ACT) should develop a guide for the implementation of Resolution 1325. The guide should be made specific to country and culture.

It is a sad fact that women and men are not only in danger of being violated by fighting forces in a conflict or by people from their own society, but could also be violated by employees or people connected to emergency relief or development cooperation. NCA adheres to the ACT Code of Conduct (CoC) as a standard in relief work, and has developed its own code for development cooperation. An ACT evaluation report¹⁸ showed that awareness of the CoC is often limited to programme managers, and assessment of adherence to the CoC appears to be limited to the evaluations. NCA's recent experience in Laos, where staff affiliated with the organisation were accused of sexual exploitation and abuse, proved the need for improvements to the CoC. It needs to be made more relevant to the different contexts in which NCA is engaged, and it must be understood by all staff affiliated with NCA.

Both ACT and NCA are now in the process of revising the CoC, and NCA has an ongoing focus on learning from experiences and further development of the CoC to prevent misconduct by employees. Improvements to routines and to reporting and whistle-blowing systems are also under discussion.

¹⁷ 2 Samuel 13.

¹⁸ Johan Eriksson and John Borton (2004), *Unlocking the Potential: Evaluation of the ACT Alliance in the International Response to Crisis*, February 2004, ACT, Geneva.

Religions for Conflict Transformation and Peacebuilding

Conflict transformation and peacebuilding is a priority sector for NCA, and has been so for a number of years. Within these fields NCA has established itself as a major and professional actor in religious dialogue, with a profile in Norway and internationally. NCA's vision for the sector is a just world where accountable and good governance is in place as a precondition for just societies where all citizens have equal access to their basic rights. At the Oslo office three staff members are working on the theme, although in different sections, while it occurs as a major activity at some regional and country offices.

NCA staff have been actively involved in a number of peace negotiations, from local conflict resolution to national and regional peace agreements, reconciliation efforts and peacebuilding processes. The organisation has been a driving force in the development and dissemination of the Do No Harm concept, and recently in the development of risk assessment tools. In these efforts there has been a very close relationship with the MFA, including secondment of senior NCA staff to Embassies. However, some of the NCA's activities within conflict resolution are given a fairly low profile in view of the sensitivity and fragility of the processes and the risks to the actors involved.

NCA's advantage is its organisational networks and the personal trust built up over decades, of which Ethiopia is an illustration. Although the main expertise is arguably in the field, supplemented by main office staff, NCA has the ability to draw on the capacity of former NCA Secretary Generals and Board members and to engage broader church resources through the Norwegian Ecumenical Peace Platform.

NCA engages in a variety of projects in this wide field, which includes awareness raising in communities and partner organisations on governance and democracy; civic education; advocacy networks for promoting democracy and accountable governance; support for election processes; training of trainers; and development of economic justice networks. NCA's work takes place in ongoing and recently ended conflicts, and is used as a measure to promote and develop a stable peace. In Ethiopia, Sudan and the DRC the team found that the NCA offices (and the regional office) were engaged in all types of activity and at all levels, including establishing religious dialogue between and within countries.

Recommendation:

26. NCA should ensure organisational linkages between the different conflict transformations and peacebuilding efforts and stakeholders within countries and regions. This should be done to maximise local engagement, ownership and synergies between top-down and bottom-up approaches.

The long-term strategy of NCA is to strengthen its work in this field through capacity building and to focus on results by working through strategic partnerships. Religious organisations might have special advantages in influencing conflicts and building peace, especially when able to draw on their networks and promote inter- and intra-faith dialogue. NCA has several thematic plans dealing with conflict transformation and a peacebuilding programme for 2005-2009, which has a reference to the comprehensive and ambitious plan for Eastern Africa.

Recommendation:

27. To ensure organisational learning and enable constant development of a challenging field of work, NCA should document and systematise its diverse experiences. This could be done through regular meetings among staff engaging in diverse conflict transformations and peacebuilding activities, and staff at head office, ensuring learning and dissemination at all levels.

The team agrees that understanding conflicts is dependent on competence in local political,

religious and cultural conditions. It is therefore natural that conflict resolution should be handled through strategic partnerships. But it is very important for the success of the strategic partnership approach to integrate 'Do No Harm' at all levels and in all relevant projects, and to apply it in a wide sense.

Recommendation:

28. NCA should ensure dissemination of the Do No Harm concept and Risk Assessment methods to national staff and partner organisations, and likewise maintain a constant dialogue within the organisation and with partners on how best to operationalise these tools.

Pastoralists are among the marginalised population groups in several countries in Eastern Africa. Shortage of water and fodder and generally low standards of living in many regions frequently create conflicts between groups which struggle for survival. NCA has taken many initiatives towards establishing dialogue between parties involved in such conflicts. The team notes that many conflicts have been solved peacefully through discussion. On the other hand, conflicts which are based on access to resources tend to return over time, and necessitate continuing attention and adjustment of approach, including a careful assessment of which types of humanitarian and development assistance should be provided in the given context.

The team notes that NCA has a proud history linked to its crucial roles in several peace agreement negotiation and reconciliation processes. Such roles have, however, been linked more to persons with special connections at political and/or economic levels than to the engagement of the organisation as such. A major task in such cases is to make sure that the peace process is sustained over time, rooted in the NCA and, if suitable, followed up through development activities. To handle such processes over time does require special skills and knowledge, placing high demands on NCA's staff selection, training and organisational development in order to maintain its high reputation.

Recommendation

29. NCA should ensure a continuous organisational assessment to ensure that sufficient human and organisational resources are made available to handle conflict resolution, reconciliation and peacebuilding processes. NCA should facilitate the development of a new generation of 'peacemakers' and the involvement of partner organisations to ensure informed skills transfer. That should include a strategy of addressing, involving and training women in all aspects of this sector, to root the processes more firmly and make women's contributions to peace more visible.

The team notes that NCA has developed a special peacebuilding strategy for Sudan. Similarly, it is the view of the team that while it is easy to finance seminars and special projects for groups of vulnerable people, including women, as in the Sudan projects, it might be a larger challenge to identify instruments and means which might offer them relevant positions in governing bodies to help embed these into the peace processes.

THEMATIC ISSUES

Gender

The Global Strategic Plan states that NCA will focus on gender equality as an inclusive part of the Rights-based Approach. NCA seeks to promote gender equality through policies, regional and country plans, thematic priorities, competence, resources and specific initiatives, and it focuses on gender through integrated approaches, emergency assistance and preparedness, long-term development assistance and advocacy.

NCA is in the process of developing a new gender policy for the organisation, and has contributed to ACT's commitment to developing a new gender policy for emergency response for the whole ACT network.

To establish its focus on the gender policy NCA has a Gender Advisor in Oslo as well as Advisors in some Regional and National offices. On the organisational map the Gender Advisor in Oslo has over the last year been located in the Thematic Division, while previously reporting to the Director of the International Department. Responsibility for implementing the gender perspective through the integrated approaches lies with the geographical desks and the country offices.

For project planning, monitoring, reporting and evaluation, NCA has together with Norwegian People's Aid developed an impact assessment manual for gender and empowerment (GEA)¹⁹ based on Norad's handbook on Gender and Empowerment Assessment. GEA has been translated into 18 languages and is widely used in competence building for NCA and partner staff. It is not a compulsory tool in project planning and follow-up, but is often used.

A project has been established to develop a method for project management in NCA and the Gender Advisor is participating in the project group. The method will include elements such as indicators and empowerment and aims at making it possible to measure results on gender issues. The method will be binding for NCA, but not necessarily for partner organisations.

Findings

Overall, NCA has relevant strategies and tools for its effort on gender equality. In the head office and in the field offices gender balances among employees are good. NCA is aware of gender balance when recruiting new staff.

Gender balance in the Head office:		
Managers:	44% Female	56% Male
Staff:	59% Female	41% Male
Gender balance in the field offices:		
Managers:	45% Female	55% Male
Staff:	60% Female	40% Male

19 Gender and Empowerment impact assessment manual (2007).

It is not known whether similar statistics have been measured for the partner organisations, but there is little doubt that male domination in their management remains a challenge.

In the debate in Norway on gender and development NCA is one of the Norwegian organisations that contributes significantly. NCA participates in relevant fora and is to the fore in bringing up gender issues.

The link between technical expertise on gender in the Head Office and influence on development and follow-up on the programme side seems to be more of a challenge. It is the geographical desks and the national offices that are responsible for gender mainstreaming, but the space for giving attention to issues like gender is squeezed. The growing focus on administrative requirements in the follow-up on programmes does not always allow for sufficient coverage of thematic issues. The tension between administrative and thematic issues like gender is also explained as being subject to ongoing discussion within NCA.

Recommendations:

30. NCA must ensure the best possible interaction between thematic expertise on gender and the geographical desks to enable both NCA and its partners to utilise the gender expertise in the best possible way.

31. NCA should clarify how the gender expertise in the Head Office can best contribute to competence building and development of guidelines for the field offices.

NCA mainly works through faith-based partners. Because of their broad base the potential for achieving change also on issues such as gender equality through these partners is great. At the same time many of the faith-based organisations are conservative in their attitudes towards gender equality and the role of women. Many partners we met admitted that the issue of women and leadership in churches is a problem. 'The men are the decision makers but the work is mainly done by women', one of the partners stated. To be able to achieve the most from the great potential that these partners have, analysis of the various partners' qualities and clear and systematic strategies for the implementation of gender equality are needed.

On achievements, some partners the review team met could refer to achieved results such as the composition of water and health committees being equal between men and women and men taking responsibility for care and support to HIV/AIDS victims. In the Darfur programme in Sudan a strategy for recruiting female leaders has resulted in female lawyers and police being hired.

Beside these positive results, impressions from the field trip to Ethiopia and Sudan is that there is still a long way to go before a clear understanding of the concept of gender balance is achieved among the partner organisations. In meetings with partners, gender was often referred to as a 'women issue'. Some partners have established gender focal points but the impact of these is not always easily seen. The review team had meetings with more than 30 partners in Kenya, Ethiopia and Sudan, in which partners were rarely represented by women. On occasions where women participated they would have the traditional roles of serving coffee or being the secretary.

Many partners stated that changes take time, and it is obvious to all actors in development cooperation that gender equality cannot be reached overnight. The question is whether NCA could give this issue more attention by contributing towards pushing the processes.

Capacity building and establishing an understanding of the importance of gender equality among the partner organisations seem to be a challenge for NCA. The regional gender evaluation of NCA East Africa²⁰ supports this impression. On the whole, documentation and discussions with NCA show that various levels of the organisation are aware of the challenges, but that there is still a need for a more strategic approach to achieve the goals that NCA has stated. This strategic approach needs to be country- and partner-specific. In a country like Sudan with challenging political and cultural contexts, achieving results on gender equality will need more extensive effort than in many other countries.

Recommendations:

32. NCA must focus on analysing structures and power in order to achieve gender equality not only when it comes to accessing the products of programmes, but also to people exercising influence and control over their own situations and lives. NCA needs to identify what steps it can take to 'push' for changes in attitudes and practices among partners.

33. Given the large influence of men in the partner organisations, NCA must help ensure that the voice of the women is heard and encourage and support partners having gender focus persons.

34. NCA must ensure a more systematic use of tools such as GEA, and increased competence building for national offices and partners.

²⁰ Regional Gender Evaluation of Norwegian Church Aid Eastern Africa (2005).

Partnership

NCA's partnership approach

NCA highlights partners as one of two main groups of stakeholders. The GSP formulates the following objective for its work:

Based on our mandate, a main task for NCA is to link congregations and communities in Norway to counterparts in the countries where we work. We call this link NCA's central line. Our ability to perform this task in a credible and relevant manner serves as a test of our legitimacy as a church-based, faith-based and value-based organisation. Connecting likeminded partners is the main strategy for establishing a legitimate and relevant link.²¹

The GSP further states that:

Working with partner organisations is the main strategic option for ensuring that the resources we mobilise actually meet the needs and strengthen the rights of poor and vulnerable people. It is therefore essential that NCA develop clear and transparent priorities for working with this group of stakeholders. The selection of organisations and groups to be defined as NCA partners in a given country will be guided by certain criteria, but also depend on the local situation.²²

The partners are placed in three groups: core partners, strategic alliances and resource partners. The priority partners are the core partners. These are the specialised ministries of the churches and it is important that these partners have the ability both to organise programme implementation in local communities and to mobilise people as citizens for advocacy. As civil society organisations, they need to influence development policies and decisions. Non-church organisations can also be core partners; one example is the SNNPR Water Resources Bureau in Ethiopia. On the emergency side ACT is the preferred core partner.

Strategic alliances are built with partner coalitions that in NCA's opinion are able to promote human dignity beyond the national level.

Resource partners are organisations with specific professional competences and capacities that NCA or its core partners need in order to improve or develop fields of activity. According to the GSP, NCA expects that core partners will provide legitimacy, but not always possess specialised competence or sufficient capacity to take on new challenges. Linking organisations with such competence to core partners will constitute a main strategy in building competence and strengthening the capacity of both NCA and its core partners.

High priority is therefore given to partnership as well as to the selection of partners, as the citation above illustrates. However, the actual situation differs between countries. NCA has a long history in many of the countries and partner portfolios reflect that history; at least this was the case for the countries visited.

NCA Ethiopia has 29 partners, of which three are core partners, 16 are strategic alliances and ten are resource partners.²³ In respect of thematic focus, two out of the three core partners

²¹ Global Strategic Plan (GSP): "Together for a Just World Working to Uphold Human Dignity 2005-2009", page 28.

²² GSP page 28.

²³ Ethiopia Country Programme Plan 2005-2006.

cover all seven themes. Civil society and good governance was in the focus of all except one of the strategic alliances. GBV was a thematic focus for half of the strategic alliances, while capacity building and HIV/AIDS was a thematic focus for all except one of the resource partners.

In Sudan there are 36 partners, of which 16 are core partners, five are strategic alliances and ten are resource partners.²⁴ The final five partners are called operational alternatives, which is a concept that establishes a pragmatic choice of partners in countries where the indigenous civil society is non-existent or unable to respond adequately.²⁵

NCA relates to a variety of partners: local and international NGOs, government institutions and multinational institutions.

Findings

The review team gained a positive impression of most of NCA's partners. Most of them seemed to have a good local basis and ownership, represented a considerable network, and had a long history as well as being relevant for NCA.

Many of these partnerships have been in place for a long time. A discussion about reducing the number of partners has been under way in both of the visited countries. Even though the situation is different in the two countries the difficulties with discontinuing long-term partners are very visible in both. In Ethiopia, there was a need for adjustments in the portfolio as well as in the manner of follow-up of partners. A reduction in the number of partners was foreseen. In Sudan, the portfolio of partners should have been redesigned, but in light of the difficult situation for the partners in Sudan now, this is not the time to end partnerships, according to many in the NCA Sudan office. Overall, there is a lack of good partners to join up with in Sudan.

Most partners do have good knowledge about NCA and its strategy. The dialogue was generally satisfactory and there was a level of trust between the partners and NCA.

The team's impression was that NCA had too many partners, a situation which is also understood in NCA head office. A restructuring was under planning in Ethiopia at the time of the field visit. In Sudan, the structure was more at issue than the number of partners: the lack of well-qualified partners left not many to choose from in selecting new partners. Potentially good candidates either already had a partnership with NCA or many other partners. The Sudanese case illustrates that the availability of qualified partners varies largely from country to country.

Recommendation:

35. Having a good partner portfolio is of significant importance to NCA, and is at the core of the GSP. Therefore reviews of the partner portfolio and partner building should be undertaken with the aim of assessing whether these are suited to achieving NCA's goals.

²⁴ Sudan Country Programme Plan 2005-2009.

²⁵ GSP, page 29.

The funding is a key reason for many to be a partner. This is in a way obvious, particularly seen from the local perspective. For partners with more stable and secure finances, typically church partners, funding is of less importance.

Follow-up and interaction with the partners varies from country to country. The NCA country office may also try different techniques based on its own assessments. Ethiopia went from holding annual meetings with all partners together to undertaking regular monitoring visits to each partner. The annual visit to partners seems to establish a better dialogue and the possibility of going into greater depth as well as raising more sensitive issues. In general, this is a more thorough approach; however, it is also more demanding on the NCA country office in time and travel. In addition, more specific follow-up, such as on financial management, is undertaken by the NCA country office.

The partners confirm that during the last year NCA has become stricter when it comes to reporting, refusing to fund organisations that do not fulfil reporting requirements. This is particularly the case if financial reporting is missing.

There is no set exit strategy policy in NCA. NCA partners often have a long history and a longstanding relationship seems natural for NCA. However, an exit strategy based on activities (activity, project or programme) may be useful; for example, a strategy for exiting from a specific activity based on set goals with time estimates would be useful. Particularly if expectations are not met within the set timeframe, an exit strategy could be useful for ending poorly performing activities. The foundation for this is already in place in the project management regime.

Recommendations:

36. NCA should facilitate networking among partners to enable them to share experiences and learn from each other.

37. NCA should develop with the partners an exit strategy at the project and programme levels.

Different partners may need different follow-up and capacity building. Churches represent a potential for social change, and they also have a unique network and foundation. However, many of them are conservative and need awareness raising and capacity building on certain issues, such as HIV/AIDS. Other partners may need capacity building in financial management and/or organisational development. General organisational development is of particular importance and should not be overlooked. Transfers of capacity and responsibility to partners are part of an exit strategy.

Recommendations:

38. To increase knowledge and capacity management amongst partners the sharing of knowledge with them should be improved.

39. To achieve high quality results from visits to partners, NCA should develop guidelines for partner visits, including requirements for issues to be reviewed.

Many, and often small, partners (in terms of transferred funds) will naturally lead to a relatively costly follow-up (follow-up cost as a percentage of total transferred funds). The workload on the staff at the NCA country office that does the follow up will also increase in proportion to the number of partners. There is therefore a trade-off between the number of partners and follow-up costs. This naturally leads to partners being ranked by priority, guided by their classification into the three groups mentioned above. NCA Ethiopia is now (Autumn 2006) in the process of matching the partner portfolio with its resources and strategies. The main problem is the number of partners, not necessarily their size. Having small partners may make much sense if

they are strategically important and are taken proper care of, particularly so if there is a strategic intention to expand the scale of cooperation.

A small transfer to a partner may cause a difficult situation for the partner. We saw examples of organisations that had received several smaller transfers from donors – some very small, as well as short term – one of the donors being NCA. The reporting requirements that follow such funds impose costs on the organisation, which therefore had to decline some of the funding. Such non-strategic financing made it impossible for the organisation to formulate a proper strategy of its own; instead, it had to run after the small project funding available.

A related problem, lack of harmonisation and alignment on the donor side with the partner, appears to be highly relevant. Some harmonisation in terms of donor collaboration is happening, one example being ACT. But the idea of harmonisation is to harmonise and align with the partner, not necessarily with other donors. Only when these donors support common partners and the harmonisation benefits the partner will this be good harmonisation as presented in the Paris Declaration.²⁶ Donor harmonisation such as the ACT network and other collaboration initiatives such as better collaboration between Norwegian NGOs may be beneficial in terms of economies of scale in the use of Norwegian funds, learning between organisations, etc., but these issues are not at the centre of the ‘real harmonisation’ debate put forward in the Paris Declaration. In the Paris Declaration the partner is at the centre.

Recommendation:

40. NCA should emphasise harmonisation and alignment, with the partner at the centre.

²⁶ OECD High Level Forum, Paris, February 2005: “Paris Declaration on Aid Effectiveness” <http://www.oecd.org/dataoecd/11/41/34428351.pdf>

MEETING EVALUATION CRITERIA

Introduction

The team has reviewed NCA's performance against the OECD/DAC criteria, though a few comments are needed before going into the findings. Given the limited selection of themes and projects reviewed it might, however, not stand as a fully representative assessment.

It is therefore interesting to start with the view held by NCA staff, as it emerged in the self-assessment survey. The majority of staff thought that the organisation had a good fulfilment of the OECD/DAC evaluation criteria, rating all criteria with at least a total of 80 % on good and sufficient, with the highest emphasis on good. What stands out is that as many as 22 % stated that the relevance/appropriateness was excellent, and that 13 % stated the same for effectiveness. What was rated as weak, by 14 %, was sustainability/connectedness, followed by effectiveness, coherence and protection on 6 %.

Criteria assessment

Turning to the different criteria, the review team has the following view:

Relevance seems well established, both on needs- and rights-based grounds. The closeness to the field and the involvement of partner organisations are two important factors that can constantly help achieve relevance. Taking the Ethiopian water example as an illustration, it appears to be very well suited and in line with both NCA's overall priorities and the Ethiopian Government's priorities, both nationally and locally.

Ensuring **appropriateness** appears to be more challenging as there might be single projects that are not seen as very appropriate, although the programme as a whole might be. Furthermore, while some might regard a particular project as inappropriate, others will see it as highly appropriate, such as the FGM project. In general, the projects and activities visited by the team are deemed appropriate.

Effectiveness is the subject of a major discussion linked to NCA's partner strategy, and its ability to select the most effective partners, develop their skills and monitor/evaluate so as to continue to improve their performance. A further debate concerns what types of assistance are most effectively delivered by international staff as opposed to national organisations. This applies especially to emergency relief provision, where the argument goes both ways, national NGOs being in place well before the internationals, but the latter being possibly more effective when finally delivering assistance. NCA's duality in self- and partner implementation, and a specialisation in the water sector, should provide it with opportunities to ensure effectiveness.

Efficiency is linked to the above debate, both on who delivers what most efficiently and at what cost. In question here is the extent to which NCA with own staff and monitoring and evaluation is in a position to ensure the efficiency of partners. Noted here are the challenges posed by the conflict environment and/or the repressive regimes under which the projects are implemented. For example, the means of transport used or food items purchased might not be the cheapest, but might still be acceptable as a means of reducing the level of conflict or be able to deliver life-saving assistance.

The projects visited by the team were deemed efficient, though it was noted that some partners were struggling with both their internal management and with their project implementation capacity. Thus NCA may play a central role in assuring and increasing efficiency through capacity building and closer monitoring of partners' capacity. When self-implementing, NCA was rated by the Ethiopian Government as the most efficient actor in the water drilling sector.

In respect of **impact**, the same concern noted above regarding the limited scope of this review applies here as well, and in addition we have to take both the project and advocacy impacts into consideration. Concerning the latter, it seems well documented that NCA, on its own and through ACT and the Ecumenical networks, has influence in Norway and globally. As indicated by the staff, there are major challenges in achieving advocacy impact in more repressive countries, where the need for advocacy work is higher. Here, NCA is confronted with a major dilemma: should it focus on the impact it can make through delivery of assistance or alternatively through advocacy work which might result in it having to close its operation? On the project side, the impact was well documented from projects visited and beneficiaries interviewed.

Sustainability will depend on the types of activity NCA is involved in or supports. Capacity building of partner organisations is an activity that helps develop and sustain local capacity in organisation, implementation and advocacy. This might apply even in emergency situations, as the response to the Pakistani earthquake illustrates, and after NCA has left the country/area. Collaboration with and capacity development of government officials is another activity that will help sustain assistance efforts. The demand made by NCA for a local contribution towards projects and the maintenance of investments are elements identified that secure the sustainability of NCA activities. A concern is noted by the team regarding the maintenance of the water projects in Ethiopia, where lack of maintenance reduces the impact of the initial investments. The attitude shown by NCA staff towards the issues listed above is an indication of a high organisational importance placed on sustainability.

Connectedness between the short-term interventions and the longer-term challenges appears to be established. Firstly, working through locally based partners in itself helps secure connectedness. Secondly, NCA emphasises formal connectedness through contacts with national and local authorities, and linkages sought with national development plans. Again using Ethiopia as an illustration, emergency water activities were planned and implemented in close dialogue with the Ministry of Water Resources (nationally) and the Water Resource Development Bureau (locally) and within the framework of the Government's policy and priorities.

Coverage relates to an organisation's will and ability to assist in remote areas and to include people escaping media attention, as well as major groups needing assistance and protection. Here, again, it can be argued that NCA's partner approach is a vital tool for ensuring wide coverage for its assistance activities, and by drawing on the ACT network (as in Darfur) it can mobilise and maintain a massive support operation.

Coherence appears to be well maintained by NCA, first through the coherence between different NCA activities and the overall strategy laid out by the GSP. Secondly, policy coherence is also enhanced through the ACT system and the signing up to a range of codes and guidelines for assistance provision.

Coordination is emphasised by NCA, and its involvement in establishing ACT and active involvement in the various ecumenical networks is one important aspect. NCA was also taking an active part in government, UN and NGO coordination in the countries visited. It has proved to be very active at different levels and in different types of coordination bodies. Moreover,

NCA has been an active coordinator of its different partner organisations, in countries and in regions.

The TOR highlight the need to examine NCA's approach to **conflict sensitivity**, in its own operations and when working with different partners.

NCA was one of the first Norwegian NGOs to be involved in the 'Do no Harm' process, and has taken an active role in training its own and its partners' staff. National and partner staff interviewed during the review all had an understanding of the concept. Conflict sensitivity is a newer concept, but over the last year NCA has been involved in developing tools for conflict sensitive programming through Bistandstorget. A recent and encouraging example of NCA's commitment to adopting a conflict sensitive approach is its use of the Do No Harm concept as part of its planning process before moving into a new area in Afghanistan.

COMPLIANCE WITH NORWEGIAN REQUIREMENTS

NCA primarily receives funds from four different grant schemes operated by Norad/MFA:

- Long-term development cooperation
- Emergency/humanitarian assistance
- Gap
- Strategic partnerships with Norwegian Embassies

Long-Term Development Cooperation (Norad)	
Purpose:	Global scheme that is particularly directed at strengthening civil society
Guidelines:	“Grant scheme for humanitarian assistance and development cooperation by Norwegian and International Voluntary actors (2001)”
Applications:	Yes
Agreements:	Multiyear
Standard requirements and formats:	Yes
Responsible unit NCA:	HQ – geographical desk

NCA has had a cooperation agreement with Norad for a number of years and is today the biggest recipient under this grant scheme.

With its strategy focused on long-term development and strengthening of civil society, NCA is well in line with the purpose of this grant scheme. Even if the funds through Norad are relatively small compared to NCA’s total budget, the funds are predictable and the cooperation is experienced on both sides as close and positive. In the incidents where NCA has experienced misuse of funds, there has been an open and sharing communication with Norad.

On financial reporting requirements, Norad and NCA have an ongoing dialogue towards an understanding on the requirements in the agreement for accounting and the refunding of unspent funds. NCA argues that in order to be able to deliver the desired quality of financial reporting Norad’s deadlines are too tight. Norad, on the other hand, is of the opinion that the deadlines are reasonable.

For the narrative reporting the challenges are more on the documentation of results. The quality of the reporting is steadily improving in accordance with a strengthened focus on results, but the importance of an active HQ role in securing quality needs to be emphasised.

The pricing of services delivered by NCA has been outside the TOR for this review, but it is an aspect of general relevance that could be addressed in a separate study.

For a number of years Norad has been signalling to all Norwegian NGOs that they should concentrate both thematically on the areas where the organisation contributes significant added value, and geographically on a number of countries that is in accordance with the organisation’s capacity for follow-up. The team believes that this is still a challenge for NCA. Even if the GSP is more focused thematically, the geographical approach is wide and the number of partners considerable.

Recommendation:

41. The team recommends NCA to reduce the number of partner organisations so as to secure strategic cooperation, sufficient follow-up and capacity building.

Humanitarian Assistance (MFA/HUM)	
Purpose:	Rapid and effective humanitarian assistance to save lives and alleviate the suffering of a crisis-affected population.
Guidelines:	“Grant scheme for humanitarian assistance and development cooperation by Norwegian and International Voluntary actors (2001)”
Applications:	Yes
Agreements:	One year
Standard requirements and formats:	No
Responsible unit NCA:	HQ – geographical desk

MFA’s humanitarian assistance is not application-based funding. The two funding categories are for humanitarian assistance and human rights (chapter 163.71) and natural disasters (chapter 163.70), which are granted for a year from when the written approval is signed. There is no fixed time for delivery of funding proposals, and given an emergency the response from MFA is very rapid.

NCA describes the grant scheme for emergency assistance as challenging to administer, even if available on short notice and with high flexibility. For the MFA, the NGO channel complements funding provided through the UN’s Consolidated Appeals Process (CAP), and national (i.e. Sudan) and global funds (CERF).

MFA has a considerable project portfolio, in the humanitarian field alone about 600 projects each year. Each project requires administrative work from the MFA. One possibility discussed might be for MFA to define programmes/projects for countries in the greatest need. An alternative procedure would be for the MFA to develop an assistance plan for the humanitarian sector, outlining country and sector priorities based on the short-term needs for the coming year, and to publish it and invite the NGOs to make bids. This plan should in general comprise larger projects with a degree of continuity rather than a large number of smaller ones, in order to maximise both impact and administrative efficiency. The MFA could each autumn set aside a percentage of the planned allocation of funds, e.g. 75 %, for which NGOs meeting certain criteria would be invited to bid. Decisions could then be made early in the year, with a reserve being held for crises emerging during the year.

For a further debate on the prospects of longer-term MFA funding, see below.

GAP (MFA/REG)

Purpose: Contribute to peacebuilding and development in countries recovering from violent conflict

Guidelines: 'Guidelines for chap. 162 gap, 2004'

Applications: No

Agreements: One year, with two/ three-year perspective

Standard requirements and formats: No

Responsible unit NCA: HQ – geographical desk

The purpose of the GAP funding is to contribute to peacebuilding and development in countries emerging from armed conflict or from especially wide-ranging and severe natural disasters. Norway supports mechanisms for the reconstruction of infrastructure and core administrative functions in countries in post-conflict situations, primarily to boost the international efforts and contribute to humanitarian and development funding. NGOs might be drawn on if they hold especially relevant competence or form part of a network that is regarded as useful for these processes. GAP funding is not based on an application system, but organisations may apply.

Thus, Stortinget approves annually several budget lines that to a large extent cover the same intended purposes and at times might be difficult for the NGOs to distinguish, namely for natural disasters, humanitarian assistance, peace and reconciliation and GAP.

Another challenge is that support through the NGO sector might be seen as contradicting official development policy. Ethiopia is a case in point, where Norway does not prioritise the education and health sector, while, at the same time, a large portion of Norwegian funding through NGOs is actually utilised for these two purposes.

Strategic Partnership (Norwegian Embassies)

Purpose: Strategic objectives for the embassy within the Norwegian priorities for development assistance to the country

Applications: No

Agreements: Multiyear

Standard requirements and formats: Being developed

Responsible unit NCA: Field offices

Since 2005, NCA and other Norwegian NGOs have entered so-called Strategic Partnerships with Norwegian Embassies. For 2006, NCA has entered strategic partnership agreements for Angola, Ethiopia, Tanzania, Malawi and Zambia.

According to NCA this is the most demanding kind of cooperation because of a lack of standard formats and requirements connected to the agreements. The dialogue on a Strategic Partnership is directly between the embassy and NCA's field office; only the reporting is sent through HQ.

Recommendation:

42. To assure the quality of the agreements and their achievements, and for sharing experiences from one country with others, the team recommends that NCA HQ be fully involved in both the planning and implementation phases of these agreements.

Longer-term MFA funding

NCA has over recent years received 25-30 % of its funding from the MFA. Grants are given on a yearly basis. According to present rules and regulations, applications and reports have to be submitted annually.

Funding Context

Norwegian humanitarian aid is more actively included in the government's foreign policy and is less of a technical nature than in many other countries. Norwegian authorities have put much emphasis on being flexible and able to release critical amounts of humanitarian funds quickly when crises occur. It should also be noted that all Norwegian humanitarian assistance is administered from the MFA, as opposed to, for instance, Sweden, where the humanitarian aid budget is split between Sida and the Swedish MFA.

Sweden gives a large portion of its humanitarian aid on a two-year basis, and the United Kingdom and Denmark also do not limit their humanitarian funds to one-year programmes. Sida confirms that the reasons Sweden provides funds for projects extending beyond one year are similar to the ones mentioned above. As for Denmark, Danida operates within a five-year 'rotating' budget, allocated by Folketinget. The international trend is that several other donors are also moving towards allocating humanitarian grants beyond one-year projects.

However, this seems not to be the case in Norway. Any deviation from the general Norwegian one-year rule needs special decision (romertallsvedtak) in Stortingsproposisjon No.1, and is only granted for special cases and organisations. There is no practice of allowing it for non-governmental organisations and humanitarian assistance. If such deviation is not granted, multiyear commitments are made dependent on Stortinget's annual allocations, which may then end up lower than indicated in the previous year (for a two- or multiyear grant). It is clear that any change in these arrangements will require a consolidated and massive campaign by the NGO sector directed towards the Ministries, Stortinget and the political parties.

NCA's Situation

NCA is concerned that the one-year funding cycle is not ideal for its operational needs. A number of reasons are provided by the organisation. Firstly, planning becomes difficult when funding is limited to one year. Secondly, writing proposals, progress and final reports is burdensome, and occupies human resources at country and head offices that could be spent in a more efficient way.

The major question posed by NCA was whether the MFA might be willing to re-evaluate its guidelines for grant allocation and agree to two-year funding. Considering Stortinget's principle of making annual allocations, as discussed above, NCA's stated needs for more long-term funding appear to be difficult to accommodate. Moreover, in the case of NCA moving to two-year grants might not solve the underlying problem of longer-term predictability. One reason is that by the end of a two-year funding period the MFA might not feel inclined to commit funding for a new two-year period, given the shifting needs for humanitarian aid and rapid response (and requests from the politicians).

In short, allowing the NGOs a two-year funding horizon might neither deliver on predictability nor reduce the administrative burden. It seems therefore difficult to accommodate fully a wish

for longer-term funding, predictability and a reduced administrative burden within the present Norwegian funding arrangement.

However, Norway has signed up to the Good Humanitarian Donorship, which in para 13, relating to good funding practices, states:

While stressing the importance of transparent and strategic priority-setting and financial planning by implementing organisations, explore the possibility of reducing, or enhancing the flexibility of, earmarking, and of introducing longer-term funding arrangements.²⁷

This phrasing invites a debate on ways to meet the concerns of the NGO sector. The team would suggest that as a first step MFA could introduce a version of Norad's annual NGO exchange and planning meetings, to be held by early autumn. Here both sides can present their tentative country priorities and plans and expected budget needs and allocations, without either side making a final commitment. Continued close contact and dialogue between the parties might then help reduce the uncertainty for NCA and assist the MFA in its planning process.

There is, moreover, a need for improved communication between MFA and Norad. The structure of the present funding mechanisms in many ways makes funds from MFA more flexible than funds available from Norad. Applications for funds from MFA can be made throughout the year, while funds from Norad are limited by the multiyear frame amount. The result may be that projects that are not really emergency projects continue to be submitted to the emergency response grant scheme for years, contradicting the intention.

In NCA's opinion the ideal funding mechanism would be one where the NGOs prequalify and receive core support. In a long-term perspective the team believes this is the right direction for developing the funding schemes.

Recommendations:

43. The team recommends that MFA and Norad institutionalise an annual meeting that should include all the four involved sections in MFA to secure harmonised communication across the various grant schemes.

44. This meeting should also discuss plans for countries/themes and the different funding options for countries and sectors.

45. The team also suggests that these recommendations are shared with the ongoing project in MFA and Norad on more effective and harmonised support schemes.²⁸

MAIN CONCLUSION

Revisiting the TOR

When addressing the main conclusion we need to revert to the TOR, which state that:

The review shall assess the professional, financial and administrative capacity of the organisation – together with its partners – to implement the programs and activities financed by Norad and MFA, as well as the organisation's ability to achieve its own objectives.

²⁷ For further details see <http://www.goodhumanitariandonorship.org/>

²⁸ Effektivisering av Utenriksdepartementets tilskuddsforvaltning, 2006.

The review should make Norad and MFA able to

- *Determine whether the organisation has the required system for management and control of its own activities, including expertise with respect to developing and applying methods and systems for the documentation of results and long-term effects.*
- *Determine whether the organisation's reports to Norad and MFA give a true picture of partners and final recipients and provide Norad/MFA with an adequate basis on which to assess further support.*
- *Determine whether the organisation is capable of adapting goals and means to each other, and adapting means and goals to the situation and the context.*
- *Determine if results and outcome of activities are relevant, sustainable and in accordance with the organisation's goals and strategies.*

The main hypothesis the review team was set to examine is that Norwegian Church Aid is an independent ecumenical organisation that, in a professional and transparent manner and with the use of funding from Norad and the MFA, has the organisational capacity and expertise to:

- promote basic rights for poor, destitute and oppressed people
- participate in strategic alliances which aim to translate God's love and compassion for humanity into practical action
- challenge indifference, greed and cynicism among those of us who live in societies characterised by affluence and excessive consumption
- improve the living conditions of the poor and change the attitudes of the rich.

The following factors are to be taken into account:

- NCA has expanded rapidly during the review period (2002-2005), in terms of both budget and staff, warranting an examination to determine whether the organisation has sufficient management, staff and organisational capacity to assure the continued relevance and quality of its operations
- NCA is engaged in emergency relief, advocacy and longer-term development work. There is a need to understand its preferences, balance and possible conflicts between these engagements and to question whether NCA has sufficient capacity and skills to handle the different types of operation, at headquarters, at country offices and through its partner organisations
- NCA works with a range of different partners in the various specific thematic priority areas, such as water and sanitation. Will it manage to be an equally supportive partner for government departments, and faith- and value-based organisations?
- Rapid expansion raises the question whether NCA is able to stick to its own strategies and priorities in its field of operations and in its partner collaboration.

NCA has signed up to a number of international Codes and Guidelines that regulate its activities and operational mode; these include the ICRC/IFRC and NGO 'Code of Conduct', the

Code of Conduct on Sexual Exploitation for Staff Members of the ACT International Alliance, and the SPHERE standards.

Discussing the hypothesis

The main question for the hypothesis is whether NCA has the organisational capacity and expertise to meet the objectives set. The team has taken into account its rapid growth, its diverse activity and partner range and its ability to stick to its strategies and priorities.

The rapid expansion has generated a need for further staff development, organisational learning and strengthening of partners. The team has advised NCA to reduce the number of partners and projects so as to ensure that the organisation is able to achieve quality and consistency in its work. Likewise, the team has pointed out the need to highlight priorities and achievements under the GSP to ensure that the main strategies and priorities remain in focus.

The team is nevertheless of the opinion that NCA, with its partners and through its involvement in various ecumenical alliances, has the required expertise, organisational structure and skills to promote rights, engage in the debate on indifference and just distribution, and ensure delivery of assistance to people in need and in rehabilitation and development activities. In addition, it is able to work on reconciliation and peacebuilding so as to ensure a more holistic approach.

The wide range of activities certainly poses a major challenge to both the NCA and individual staff members. But it appears that its ability to work on different fronts, addressing both the specific needs of individuals and the root causes, nationally and internationally, provides it with a wider repertoire to play on and increases its commitment, rather than reducing its ability to deliver on its promises to its stakeholders.

Main evaluation questions

By responding positively to the hypothesis set, the team has implicitly also agreed with the fourth review question, that the results and outcomes of NCA's activities are **relevant, sustainable and in accordance with the organisation's goals and strategies**. Turning to the three remaining main questions the review team is requested to address, our assessment follows.

Whether NCA has the **required system for management and control** is the main question. The team's answer is yes, and that it has been improved by the recent change in role of the regional offices and the increased attention to financial control. Nevertheless, we feel a need to qualify the answer by stating that NCA needs to pay further attention to monitoring and evaluation, and to the development of appropriate organisational tools. Moreover, it should address more rapidly any given suspicion or indication of misconduct, staff misbehaviour and mismanagement.

Likewise, further capacity building of partner organisations and maintaining a focus on its partners' ability to deliver reports on time will help increase NCA's trustworthiness with its donors.

The **accuracy of reports** to donors seems to be well maintained by NCA. It has been the slowness in reporting that has been the main concern for the donors. The reports examined appear in general to be accurate when compared with findings in the field and NCA's own assessments. NCA's concern regarding the partners is that they underreport on their achievements, and that by closer monitoring NCA is better able to document impact and

results. NCA also emphasises that despite the slowness in partner reporting, it ensures final delivery of reports and reporting to donors.

The staff survey indicates a high degree of trust in the financial management and reporting, which is an indication that the attention paid to improving the financial management has provided a positive outcome.

There are, however, a few points to be made on the preparation of funding proposals, on setting indicators and on the organisational handling of reports.

As noted earlier, being clear on indicators and planned achievements under the GSP and Country Plans will help increase the accuracy of reports. The team is further of the view that capacity building of partners, and of technical and managerial staff at the NCA field offices, will help in setting more accurate indicators, preparing better and more accurate funding proposals and thereby in easing and improving NCA's organisational handling of proposals and reports.

The question whether NCA is **capable of adapting goals and means** and to the situation in which it operates is challenging, given the broad goals the organisation is set to achieve. The strategy of working with partner organisations should help NCA to adapt if there is sufficient trust and dialogue when NCA's strategies and plans are developed. The findings and the survey establish that trust and dialogue is in place, while NCA's staff believe that there is room for further improvement when it comes to allowing partners influence over NCA strategy processes. This is despite the emphasis NCA has placed on developing a more equal partnership that that applied by many other organisations.

Being part of ACT and then drawing on this and other ecumenical networks seems to be an advantage for NCA's ability to adapt goals and means, as is the coherence that is facilitated between advocacy work and practical assistance in the field.

collaboration with local partners. It is the *'performance of the system for delivery services'* that is to be analysed.

The context at home influences the Norwegian organisation in Norway; the context abroad influences the organisation and partners in their joint work. By context is meant framework conditions which the organisation cannot influence itself, factors it can influence as a result of prolonged purposeful efforts, and factors in its surroundings which it can readily influence.

The organisational review will normally start with a description of the services delivered at different levels in the organisational chain. The description shall be related to the context in question. It shall also provide an overview of the distribution of resources in the organisational chain. As the analysis of the organisation's and partners' services progresses, the causes of the conditions that are uncovered will be examined in more depth, both factors of an organisational nature (**the square box I**), the partners' roles and resources, and factors that can be attributed to the context in which the work is done.

It is important not just to examine the results (**Circle III**) among partners and final recipients/target groups but also the results for other groups in the immediate environs and the local community. Unintended consequences of the organisation's and partners' work are also relevant to examine in this connection. As illustrated by the arrows in the figure, there is continuous interaction between the organisational chain and the surroundings. In this interaction a great deal of communication and learning takes place at different organisational levels between the Norwegian organisation, partners and recipients, which is important to performance.

The capacity analysis of this organisational system shall assess both the services delivered and the quality of the ongoing interaction processes, which will require the use of different kinds of indicators.

The **square (I)** contains the actual description of the organisation, including the organisation's platform, organogram, strategic coherence, human and financial resources and procedures/tools, evaluation and learning.

The analysis of the organisation's ability, together with its local partner, to make use of its resources in order to achieve results takes place in the **triangle (II)**. **The analysis of performance is the most important part of the organisational review.**

The circle (III) contains the results which the organisation achieves together with its partners with respect to the development of the partners' capacity and aid to final recipients. The results are divided into two parts in order to illustrate that most organisations have the twofold goal of strengthening local partners and thereby strengthening special target groups and/or civil society. In addition to observations, interviews and the material available in the organisation's reports to Norad and MFA, the country visits will show whether the results among partners or final recipients are actually in accordance with the picture painted by NCA in its reports.

To summarise:

An organisational review shall thus assess an organisation's ability to achieve effective aid and advocacy given its available financial, human and professional resources and work methods. The main question is whether the organisation – together with its partners – has the capacity and professional expertise required to achieve its goals and implement the measures and programmes supported by Norad and MFA or which Norad/MFA will support. This presupposes that the organisation is familiar with the socio-cultural context in which it operates and that it has a realistic ambition level for its work. Other important aspects include examining to what extent and how the organisation coordinates its work with other organisations, locally

and in relation to the national authorities and national plans. And whether it is familiar with and utilises relevant/acknowledged guidelines and standards and regulations in its work compared to other actors.

The team’s assessment shall take account of Norad’s and MFA’s experience of dialogue with the organisation, the annual meeting and other meeting arenas, country visits, the organisation’s follow-up of previous grant letters, participation in various national and international forums etc.

After an overall assessment, Norad and MFA should be able to:

- Determine whether the organisation has the required system for management and control of its own activities, including expertise with respect to developing and applying methods and systems for the documentation of results and long-term effects.
- Determine whether the organisation’s reports to Norad and MFA give a true picture of partners and final recipients and provide Norad/MFA with an adequate basis on which to assess further support.
- Determine whether the organisation is capable of adapting goals and means to each other, and adapting means and goals to the situation and the context.
- Determine if results and outcome of activities are relevant, sustainable and in accordance with the organisation’s goals and strategies.

2. Background

Why an NCA review in 2006?

- Given the magnitude and comprehensiveness of the NCA programme – both in view of Norad funding and as a major operator on the emergency scene, NCA is an interesting organisation for a combined Norad/MFA review. The review will also be a pilot under the Norad review programme for NGOs with cooperating agreements.
- MFA wishes as a matter of policy to review on a regular basis emergency operators; to assess their delivery of goods and services in the field including efficiency and quality of delivery, capacity and strength of their systems for operation and risk management in difficult circumstances. In certain geographical areas, NCA has been a receiver of MFA funds for a long period of time.
- Finally, Norad now wishes to focus on a) enhanced dialogue with Norwegian NGOs beyond the financial reporting issues and on b) communication of results. This review will assist Norad and the cooperating Norwegian NGOs to set the agenda for this dialogue.

The organisation Norwegian Church Aid (NCA).

The cooperation with Norwegian authorities goes back a long way. As this review should be forward looking, figures are included only from 2002. However, in connection with field studies at country level, the team should take into consideration earlier assistance made over the three budget posts (development assistance, gap and humanitarian assistance).

NORAD Funding (1000 NOK)

2002	2003	2004	2005	2006	2007
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			(Allocated)	(Allocated)	Tentative
200.369	211.265	178.812	151.185	151.200	151.200

2002-2004 include gap and reg funding.
2007 amount is tentative allocation

MFA funding (1000 NOK)

2002	2003	2004	2005
144.300	150.004	157.855	256.553

Gap and reg funding not included 2002-2004

NCA Expected total budget 2006: NOK 756.617.655

Norwegian Church Aid (NCA) is an independent, ecumenical, church based organisation. The organisation is an active player on the development assistance arena – in Norway, through its comprehensive international networks and locally; mainly through churches and local faith based and other organisations. In Norway, NCA is mandated through the Norwegian institutional churches and receive important financial support from Norwegian congregations.

An important part of NCA's strategy is the integrated approach to three pillars of development assistance: 1) emergency relief, 2) long term development and 3) advocacy. (Ref. Agenda for Joint Action; 2.3.2 in the Global Strategic Plan).

NCA was established in 1947 and the cooperation with Norwegian development assistance authorities goes back to 1973. The longer term cooperation was started in the mid eighties, steadily increasing through the 90'es until NCA has become the largest recipient of Norwegian NGO financing during the last 2 years.

In 2005 NCA launched its new five years' Global Strategic Plan (GSP). At the same time Norad and NCA entered into a new, five year cooperation agreement for the period 2005-2009, with an indicated level of roughly 150 mill NOK per year for the first three years.

NCA operates in more than 60 countries and seeks Norad support for 37 (2006 application). Humanitarian and other MFA support through NCA was in 2005 given to xx countries. Africa is by far the largest recipient continent – in particular of medium and long term assistance, but to a lesser extent also of humanitarian assistance (in particular Eastern Africa). A major part of their funding for emergency relief comes from the international network Action of Churches Together (ACT). In other regions – Europe and Middle East and Central Asia – MFA emergency relief and 'gap' funds have more substantial budget lines than longer term development programmes funded by Norad.

NCA Thematic focus from 2005 is:

- Civil Society for accountable governance
- Faith communities address HIV/AIDS
- Communities for fresh water and safe sanitation
- Men and women address gender-based violence
- Religions for conflict transformation and peace building

In addition, the Global Strategic Plan, chapter 4, Agenda for joint action - elaborates on the NCA core concept of human dignity and the 'right holders and duty bearers' approach through:

- Empowering the poor and challenging the privileged
- Emergency preparedness and assistance to women and men in disaster situations
- Mobilising People in communities and supporting local capacities
- Alliance building (building linkages between different actors to join forces in the agenda for change).

The agreement with Norad of 2005 also includes post catastrophe restoration.

The GSP and Agenda for Joint Action cover emergency and humanitarian assistance, transitional (gap) and long term assistance and as such are NCA basic documents and concepts for the cooperation both with MFA and Norad.

For further details on NCA Strategies is referred to the Global Strategy Plan: Together for a just world. Working to uphold human dignity 2005-2009; in particular Chapter 4: Agenda for Joint Action

NCA Partners

NCA partners vary from the very small, very weak and inexperienced local organisation to – at national level – important church mother bodies and internationally the networks of Action of Churches together (ACT), World Council of Churches (WCC), Lutheran World Foundation (LWF) and others.

Local partners are chosen according to the following priorities:

1) Church based, 2) Faith based 3) Value based.

3. Purpose

The purpose of the organisational review is to examine the organisation's ability to provide effective aid. By effective aid in this context is meant:

- The cost-efficient use of funds
- Results that are in accordance with Norwegian political priorities
- Relevance to final recipients
- The ability to achieve its own goals.

The review shall assess the organisation's professional, financial and administrative capacity to – together with its partners – carry out programmes that implement the organisation's Norad-financed measures and programmes.

Considering the many different sources of funding, a key aspect of the review will be to analyse NCA's capacity and ability to handle different forms of emergency, gap and development assistance and different funding sources; i.e.:

- the long –term perspective in the work/services of NCA, mostly represented by the Norad funding sources, but also through the embassies (Strategic Partnerships)
- the short- and medium term perspective (incl. gap) in the work/services of NCA, mostly represented by the various MFA funding sources.

It will be a concern for the team to try to grasp both differences and similarities and how to assess aspects of interference between different time perspectives.

4. The scope of the assignment

The OECD/DAC's five criteria on evaluation of international development cooperation, efficiency, effectiveness, relevance, sustainability and impact will guide the review.

The special DAC criteria of 1999 'Guidance for Evaluating Humanitarian Assistance in Complex Emergencies' are of special interest when assessing the humanitarian field. For this purpose we have chosen the following criteria: timeliness, coordination, protection, appropriateness (under relevance), connectedness (under sustainability) and coherence. Other criteria and methods may be applied when relevant; i.a. when selecting process indicators.

The review shall be based on the following reference material:

- NCA's cooperation agreement and contracts with Norad and MFA, Norad's allocation letters for 2005 and 2006, NCA's policy and strategy for aid work, reviews, annual reports, website and applications, as well as research-based literature aimed in particular at the areas within which the organisation works, and documents with reference to 'best practices'
- Relevant evaluations, reviews and other documentation in Norway and in countries of operation
- MFA reference documents (routines, guidelines etc.)
- Applicable guidelines for grants to civil society (2001)
- White paper no 35 (2003-2004)
- The MFA allocation letter No 1 (Tildelingsbrev nr 1) 2006
- The report of the Rattsø committee (Summer 2006).

The review shall cover the whole organisational chain from head office to local partner²⁹. The work will consist of studying, analysing, concluding and presenting recommendations and proposals for follow-up.

The following issues shall be reviewed and analysed:

Description of the organisation (The square I)

- NCA's catchments area, platform and structure:
 - ✓ In Norway and abroad
 - ✓ Mandate, policy and strategies – including choice of partners; relevance and local legitimacy.
 - ✓ Governing bodies, organisational structure and work methods
 - ✓ An organogram indicating the place of the international work
 - ✓ Strategic coherence between the goal, strategy and action levels
 - ✓ The organisation's partners/whether it operates on the basis of partnership (or is self-implementing)
 - ✓ The organisation's procedures for (a) monitoring and (b) formalised dialogue/collaboration with any partners in the South
- Capacity and professional competence
 - ✓ Procedures/tools for organisation management, financial management, quality control and the measurement of results
 - ✓ Risk analysis of human, professional and financial resources
 - ✓ Evaluation and learning

²⁹ The local partner can consist of a network of individuals, informal local community groups (CBOs), individual NGOs, NGO networks, government or semi-government organisations. The context in which such players operate is also highly variable, which strongly influences the critical variables for capacity building it will be most relevant to examine in the review.

- ✓ Quality assurance: What system exist for HQ monitoring and support to field operations (both NCA field operations and operations through partners)
- ✓ Is the use of project funds to support operations from head quarter and regional offices according to the agreement?
- ✓ Systems of preparedness for meeting humanitarian needs
- ✓ How does the organisation handle the various forms of assistance; humanitarian, gap and long term assistance?

Performance analysis (The triangle II)

Of the Norwegian organisation

- Policy, strategy and action programme for building partners' capacity:
 - ✓ How and on the basis of what principles does NCA choose its partners?
 - ✓ To what extent and how does NCA contribute to strengthening partners?
 - ✓ How does it contribute to the development of partners' knowledge, e.g. it has good ideas but is poor at making arrangements that help the ideas to be realised?
 - ✓ How does NCA endeavour to measure and monitor the attainment of goals?
 - ✓ What success indicators has it established/does it establish?
 - ✓ How is capacity relating to the work to be done checked?
 - ✓ To what extent are partners included in decision-making and strategy processes?
 - ✓ What other roles do the partners have in relation to the Norwegian organisation?
 - ✓ How does communication function between the head office, the organisation in the field and partners?
 - ✓ How is the system for HQ monitoring and support to field operations assessed by field operators?
 - ✓ What is the timeframe for partnerships? To what extent is a phasing out strategy prepared with a view to the partner standing on its own feet in the end?
 - ✓ How are risk-assessments and conflict-sensitivity analysis carried out?

Of local partners

- The quality of the partner's planning and implementation process:
 - ✓ How are partners and target groups involved in design, implementation and review of humanitarian response and of development assistance, and are the mechanisms to ensure this in place?
 - ✓ Partners' local legitimacy and potential?
 - ✓ Are systems for empowerment of target groups in place?
 - ✓ How much local expertise and resources is mobilised in programmes?
 - ✓ How realistic are the goals and the planned results during the planning phase?
 - ✓ How is the local partners' capacity and capability to handle both humanitarian, emergency and long term development assistance?
 - ✓ How are indicators used in the planning phase?
 - ✓ How is risk analyses carried out in the planning phase?

Of both the Norwegian organisation and local partners

- Reporting and evaluation of capacity-building results:
 - ✓ What indicators and other instruments are used to report goal attainment at different levels?
 - ✓ What are the reporting requirements and how are they followed up?
 - ✓ What feedback is given on reports from partners?
 - ✓ What guidance is triggered by feedback on reports?
- Learning in the organisation and by local partners:
 - How is the institutional learning aspect (humanitarian, gap and long term development assistance) embedded in the organisation and partners?
 - Coordination. Is there adequate coordination with other parties involved, of the assistance provided by NCA

- Coherence: the need to assess security, developmental, trade and military as well as humanitarian policies to ensure that there is consistency.
- Conflict sensitivity: Is Conflict Sensitivity and the Do No Harm principle integrated in NCA and partners' methods of operation?
- The quality of communication when:
 - ✓ A failure takes place in terms of quality and delivery date in relation to contractual obligations
 - ✓ Conflicts and corruption occur.

Results achieved among partners and final recipients (The circle III)

- What has been achieved in terms of building partners' capacity that can be attributed to NCA?
- How has this contributed to strengthening civil society?
 - Protection: How are issues of protection taken care of by NCA and partners? Are there adequate systems in place for sufficient protection of vulnerable persons and groups?
 - Sustainability: Does NCA provide long term development and humanitarian assistance in ways that are supportive of recovery and long term development?
 - Timeliness: Is the assistance given perceived as timely by the target groups?
 - Relevance/Appropriateness: are the objectives of the interventions consistent with beneficiaries' requirements, country needs, and partner and donor policies (are we doing the right thing?)
 - Impact: positive and negative, intended and unintended long-term effects of the development intervention
- What results have been achieved among final recipients?
 - ✓ What is the level of the results (input, output, and outcome)?
 - ✓ To what extent are indicators used in reporting?
 - ✓ How is the risk situation handled during the programmes?
 - ✓ To what extent is the target group involved in the reporting of goals?
 - ✓ Are disaggregated results for various target groups reported? (women, men, boys, girls, indigenous peoples).

The description and analysis of the various dimensions brought out under I, II and III will try to group both similarities and differences connected to the two main columns of the review; in MFA and Norad related activities.

5. Work process and method³⁰

The team:

Arne Strand, CMI, team leader
 Karstein Haarberg, Scanteam
 Eivind Aalborg, NCA
 Geir Moe Sørensen, UD
 Gunvor W. Skancke, Norad

The team will report to a reference group with members representing all stakeholders. The reference group's role is advisory.

3) Two good reference documents as regards organisational analysis are Stein-Erik Kruse's "How to Assess NGO Capacity: A Resource Book on Organisational Assessment", 1999, Bistandsnemnda and "Institutional Assessment and Capacity Development: Why, What and How", produced by EuropeAid for the European Commission, September 2005.

In each country visited, one local consultant with local civil society knowledge will join the team.

The main part of the review will be carried out in Norway, where NCA has its head office. It may then be relevant for the team to visit some of NCA's main international partners situated in Genève. In addition, Ethiopia, Sudan and Great Lakes, will be visited as part of the review.

General information about the collection of data/information

The review shall be based on document studies, but also on the use of a self-evaluation form and interviews in order to ensure necessary participation in the process.

The self-evaluation form will preferably be used by board members and employees at head office and country level and possibly others. Interviews, which should be based on an interview guide, can be conducted with a sample of persons at all levels in the organisation, including partners and (possibly) target groups or other stakeholders.

The analysis shall take into account data from 2002 and onwards – but the main focus shall be data from 2005. However, a longer time series of data will be included where possible from the humanitarian assistance, in order to assess changes and use over time.

The study and documentation phase

In the first phase the evaluation team develops a preliminary report (inception report) on the basis of an in-depth study of documents concerning the organisation and its cooperation with its local partners, as well as through interviews. In the inception report the team presents particular issues in relation to the ToR, the feasibility of ToR and the approach chosen to answer the questions in the ToR. This includes a presentation of hypotheses, justification of methodology, discussion of challenges and risks and the time-schedule. A plan for the remaining work will also be part of the inception report. This will include a reasoned proposal concerning the destination and programme for the country visits, collection of further data, methods, design, analysis and the structure of the report. The inception report will be presented to the reference group for comments and will be discussed at a seminar. The inception report is subject to approval by Norad, prior to departure.

Country visits

During country visits, a quality assessment of the partnership will be carried out, and tests of what it actually delivers in terms of goods and services to the final recipients will be a central element. In addition to conversations with project employees, it will also be necessary to speak to people who are not dependent on the organisation in any way. Examples of such persons are (a) peers, i.e. other players who work within the same field in the same country, and (b) players at the local level, for example residents in areas in the vicinity of where the organisation's activities take place, but who do not benefit directly from the organisation's work.

The team holds a debriefing with the organisation, its partners and the Norwegian Embassy before travelling home from country visits.

Interpretation of the data and observations

The consultant's subjective standpoint shall be explicitly stated in the report, and the methodological approach shall be systematic and analytical. As far as possible, conclusions shall be based on triangulation, i.e. elucidation of the same question from several angles using data from composite source material. The document studies and interviews shall be organised in a manner that ensures they are representative and that the analysis provides a basis for drawing tenable conclusions.

Analysis and conclusion

All assessment of the reliability and relevance of the management of the undertaking and its finances shall be based on documentation.

Recommendation and follow-up

The review shall provide Norad and MFA with new knowledge about the direction further cooperation with NCA should take. The recommendations shall be structured with this in mind and contain proposals for improvements on which Norad should focus in its follow-up work.

The recommendations shall also contain proposals for measures to improve NCA's systems and routines in order to optimise the organisation's aid activities. Otherwise, the team is free to include other recommendations that are deemed to be relevant to furthering the objective of the review.

The team leader is responsible for the final report, but any internal disagreement about its conclusions and recommendations should be stated in the report.

6. Reporting

In order to allow an opportunity for comment and for correction of any factual errors and misunderstandings, the team will send a draft of the final report to NCA, local partners and Norad/MFA no later than ... (to be decided in cooperation with the team) with a deadline for responding to the team two weeks later.

Final report

The final report will be structured in accordance with the Terms of Reference. It shall be written in English, contain a summary of approx. 3-4 pages and be maximum 40 pages long. Appendices can be added. 10 printed copies of the final report shall be sent to Norad, MFA and NCA as well as in electronic format.

The final report will be made available to the public by Norad.

NCA may on its own or partners' behalf request that information that is considered particularly sensitive with respect to the life and safety of staff be included in separate appendices with restricted access.

Information, presentation and publication

In order to ensure that the report constitutes a good basis for follow-up, the team shall keep Norad's case administrator, MFA, NCA and the reference group informed about the progress of the work and include them in discussions about important findings, topics and issues before the country visits start, as well as during the concluding phase of the work.

At the request of the organisation, MFA or Norad, the team leader shall be available for discussions about recommendations and follow-up points.

As part of the assignment, the team leader shall make two presentations of the final result two months after the report is completed. One of the presentations will be made at NCA's head office or other expedient venue, while the other will be made at a half-day seminar for Norad/MFA personnel.

7. Time schedule and budget

Time schedule

The work will commence in May 2006, and the final report will be presented to Norad; MFA and NCA no later than (time schedule will be worked out with the team)

Budget

Will be attached

Kristin Sverdrup
 Head of Dep.
 Dep of Governance and Macroeconomics

ANNEX II. INTERVIEW LISTS

Nairobi

11 – 12 September 2006

Name	Position	Organisation
Aboum, Agnes	Regional President Africa	WCC
Chatterjee, Siddharth	Senior Programme Officer	UNICEF Somalia Support Center
Engebak, Kirsten	Area Representative Kenya/Somalia and Uganda	NCA
Evjen, Odd	Regional Representative	NCA
Kinoti, Karim	Head of Region, East & Horn of Africa	Christian Aid
Kioni, Mbari	Legal Advisor	AACC
Maingi, Jacinta	Regional Programme Coordinator	EHAIA
Mawudor, Bright	Director of Finance and Administration	AACC
Nicholas Otieno		AACC
Nyabere, Fred	Director	FECCLAHA
Olsen, Christian Balslev	Somalia Representative	UNICEF

Note: The team also gathered information from gatherings with large numbers of people, whose names we were not in position to record.

Ethiopia

13 – 20 September 2006

Name	Position	Organisation
Abdille, Aadan	Elder	Filtu
Abdulahin, Amar	Tribal chief	Filtu
Abdulihi, Isacq	Woseda Adm.	Act Adm.
Abib, Ahmed Nur	Project Manager	FWSP/DASSC
Adane, Abebech	Office head	Women Affairs, Konso
Aelmasu, Misfak	Health	KMG
Ali, Nur	Project manager	PCAE

Name	Position	Organisation
Alin, Abdulahi	Elder	Filtu
Assefa, Kebedu	Yabello-EECMY Parish Leader	Gada systems/EECMY
Bahin, Nur Haji	Elder	Filtu
Belay, Azmeraw	Project Officer	KMG
Belayneh, Kidist	HIV/Aids Programme Coordinator	NCA
Berhanu, Tsegaye	Health	KMG
Bilru, Ahmed	Elder	Filtu
Birik, Ahad	Elder	Filtu
Birkeland, Hans	Country Representative	NCA
Busuda, Ado Loha		Gada systems/EECMY
Dalir, Ahmed	Project administrator	FWSP/DASSC
Daniel Hailu	Coordinator	EIFDDA
Dingamo, Ato Asfaw	Resource Minister	Ministry of Water Resources, Government of Ethiopia
Dobilco, Gefaehaw	Finance	KMG
Dulohe, Ruya	Yabello elder	Gada systems/EECMY
Fexissa, Gute	Water Works Officer	NCA/E
Feyera, Henock	Project Officer	OSSA
Gadafey, Dore	Mayor	Filtu Town
Gabriel, Taye Wolde	Chief Accountant	NCA
Gelsimo, Kebede	Office head	Agriculture and rural development, Konso
Glelso, Mathemos	Chief	Office of Chief Administrator, Konso
Glmichael, Sisay	Health	KMG
Hagos, Yibrah	Fundraising Officer	REST
Hailu, Lerihun	Socio-economic programme coordinator	EECMY
Halaka, Absalam	EECMY/Area District Leader	Gada systems/EECMY
Hana, Seyoum Wolde	Program coordinator	NCA
Hebert, Paul	Head of Office & Deputy to the Humanitarian Coordinator	OCHA
Hurisa, Dr. Muletta	Executive Director	RCCHE
Imariam, Almazh	Peace Officer	EECMY/DASSC
Isamel, Mohammed	Head	DPPD & Food Security
Jaldessa, Ato Deed	Director	EECMY/DASSC
Jeldesa, Liben		Aba Gada/EECMY
Jillo, Gufu	Acting on behalf of Aba Gada	Aba Gada/EECMY
Jimale, Dawit	Elder	Filtu
Jirmo, Sar	Community Leader	Gada systems/EECMY
Karato, Samuel	Manager	Konso Development Association
Kebbede, Dawit	Programme Director	NCA
Koshanta, Churo	Office head	INR Development
Legesse, Dr. Nigussu	Commissioner	EOC/DIAC
Liben, Ado Kula		Gada systems/EECMY
Maji, Haji Mohamud	Tribal leader	Filtu
Negeri, Merga	Coordinator	EECMY/DASSC
Redman, Sheik Elias	V/c President	Islamic Supreme Council
Solomon, Ato Yemane	Head, Planning and	REST

Name	Position	Organisation
	Coordination	
Tamene, Ato		UNICEF
Teffera, Ejigayehu	Programme coordinator	NCA
Tera, Mathews	Programme Officer	Christian Aid
Wodejo, Desta	Programme Manager	RCCHE
Yosuf, Dr. Ebrahim	Programme Manager	OSSA

Note: The team also gathered information from gatherings with large numbers of people, whose names we were not in position to record.

Sudan

20 – 25 September 2006

Name	Position	Organisation
Abu Zaid, Kamal	Head of office	NCA
Adam, Abdel Rhman	Regional officer	SUDO
Agwek, Prof. John	Minister for Education	Government of Sudan
Akuong, Nyok Maper	Teacher	ECS
Allwoc, Joseph	Regional officer	SCC
Ateem, Adam	Peacebuilding Coordinator	DERO
Bambu, Fr. Peter Loro	Secretary General	Sudan Catholic Bishops' Conference
Bardarson, Gudmundur	Finance Manager	DERO
Barnasog, Allison	Vice-chairman	HAC
Bromhead, Alann A.	Auditor	A.A. Bromhead & Co
Brudenell, Charlotte	Communication Officer	DERO
Chilcott, Margaret	Head of programmes	DERO
Egadn, Simon Peter	EPR Coordinator	DERO
Ekker, Harald	Finance Manager	NCA
Eltervåg, Annbjørg	Health and Nutrition Manager	DERO
Gabriel, Rev. Raja	Education officer	SCC
Gasim, Mutassin Abdul	Chairman	HAC
Grundy, Sam	Partner Support Officer	DERO
Jan Ledang	Consul-general	Norwegian Embassy
Kabi, Samuel	Program officer	SNTCP
Kibwusta, Wilfred	PM&E/Donor liaison	DERO
Kir, Joseph A.	Relief Officer	SCC - Nyala
Manok, Peter Yai	Teacher	ECS
Masterson, Anne	Director	DERO
McDonagh, Mike	Manager North Sudan	OCHA
Mcentee, Dave	Head of Office Khartoum	ACT/Caritas-NCA
Nawi, Victor	Programme Manager	NCA
Onandipe, Abbey	Peacebuilding Manager	DERO
Patwa, Nielsh P.	Senior Manager	Hassabo & Co
Pröis, Thor-Arne	Country Representative	NCA
Rajasingham, Ramesh	Representative	OCHA
Schjander-Larsen, Eigil	Financial Controller	NCA
Sokiri, Thomas	Acting Coordinator	Sudanaid
Strand, Rolf W.	Counsellor	Norwegian Embassy
Surur, Jerome	Deputy Country Representative Sudan Programme	NCA

Name	Position	Organisation
Surur, Jerome Gama	Programme Coordinator	NCA
Villumstad, Birgit	Programme Manager, Juba	NCA
Zakaria, Jacob Zeamani	Acting Security Office	ACT/Caritas-NCA

Note: The team also gathered information from gatherings with large numbers of people, whose names we were not in position to record.

ANNEX III. SURVEY

BASIC INFORMATION

Position:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Head office manager	20	13.33%					
2. Manager in field office	30	20.00%					
3. Head office employee	64	42.67%					
4. Employee in field office	24	16.00%					
5. Board	2	1.33%					
6. Other	10	6.67%					
Total	150	100%					

Location:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Headquarter (Oslo)	88	58.67%					
2. Field office (incl. project offices)	58	38.67%					
3. Regional offices in Norway	2	1.33%					
4. Other	2	1.33%					
Total	150	100%					

Gender:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Female	84	56.00%					
2. Male	66	44.00%					
Total	150	100%					

Worked for NCA:

Frequency Analysis								
Answer	Count	Percent	20%	40%	60%	80%	100%	
1. 0-1 year	28	18.67%	<input type="text"/>					
2. 1-3 years	29	19.33%	<input type="text"/>					
3. 3-5 years	36	24.00%	<input type="text"/>					
4. More than 5 years	53	35.33%	<input type="text"/>					
5.	4	2.67%	<input type="text"/>					
Total	150	100%						

A: MAIN QUESTIONS

I identify myself with NCA and its mandate:

Frequency Analysis								
Answer	Count	Percent	20%	40%	60%	80%	100%	
1. Strongly Agree	92	62.59%	<input type="text"/>					
2. Agree	54	36.73%	<input type="text"/>					
3. Disagree	1	0.68%	<input type="text"/>					
4. Strongly Disagree	0	0.00%	<input type="text"/>					
Total	147	100%						

I agree that NCA is an NGO that performs in a professional manner:

Frequency Analysis								
Answer	Count	Percent	20%	40%	60%	80%	100%	
1. Strongly Agree	73	49.66%	<input type="text"/>					
2. Agree	68	46.26%	<input type="text"/>					
3. Disagree	5	3.40%	<input type="text"/>					
4. Strongly Disagree	1	0.68%	<input type="text"/>					
Total	147	100%						

I agree that NCA is an organisation that together with partners can contribute towards 'making a just world':

Frequency Analysis								
Answer	Count	Percent	20%	40%	60%	80%	100%	
1. Strongly Agree	80	54.79%	<input type="text"/>					
2. Agree	64	43.84%	<input type="text"/>					
3. Disagree	2	1.37%	<input type="text"/>					
4. Strongly Disagree	0	0.00%	<input type="text"/>					
Total	146	100%						

B: POLICY AND STRATEGY

1) I am familiar with NCA's Global Strategy Plan:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	82	56.16%					
2. Agree	61	41.78%					
3. Disagree	3	2.05%					
4. Strongly Disagree	0	0.00%					
Total	146	100%					

2) There is a high degree of coherence between NCA's mandate and the Global Strategy Plan:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	58	40.28%					
2. Agree	85	59.03%					
3. Disagree	1	0.69%					
4. Strongly Disagree	0	0.00%					
Total	144	100%					

3) NCA's approach to policy and strategy development is participatory and inclusive:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	26	17.81%					
2. Agree	109	74.66%					
3. Disagree	11	7.53%					
4. Strongly Disagree	0	0.00%					
Total	146	100%					

C) MANAGEMENT CAPACITY

4) NCA is sufficiently staffed to manage ongoing projects and programmes:

A) At the headquarter:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	21	14.69%					
2. Agree	90	62.94%					
3. Disagree	26	18.18%					
4. Strongly Disagree	6	4.20%					
Total	143	100%					

B) At the field office (incl. project offices):

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	10	7.41%	<input type="checkbox"/>				
2. Agree	98	72.59%	<input type="checkbox"/>				
3. Disagree	25	18.52%	<input type="checkbox"/>				
4. Strongly Disagree	2	1.48%	<input type="checkbox"/>				
Total	135	100%					

C) At regional offices in Norway:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	11	9.02%	<input type="checkbox"/>				
2. Agree	95	77.87%	<input type="checkbox"/>				
3. Disagree	13	10.66%	<input type="checkbox"/>				
4. Strongly Disagree	3	2.46%	<input type="checkbox"/>				
Total	122	100%					

5) NCA has the required expertise to manage its activities:

A) At the headquarter:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	33	22.92%	<input type="checkbox"/>				
2. Agree	100	69.44%	<input type="checkbox"/>				
3. Disagree	10	6.94%	<input type="checkbox"/>				
4. Strongly Disagree	1	0.69%	<input type="checkbox"/>				
Total	144	100%					

B) At the field office (incl. project offices):

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	17	12.50%	<input type="checkbox"/>				
2. Agree	101	74.26%	<input type="checkbox"/>				
3. Disagree	16	11.76%	<input type="checkbox"/>				
4. Strongly Disagree	2	1.47%	<input type="checkbox"/>				
Total	136	100%					

C) At regional offices in Norway:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	17	13.93%	<input type="text"/>				
2. Agree	98	80.33%	<input type="text"/>				
3. Disagree	7	5.74%	<input type="text"/>				
4. Strongly Disagree	0	0.00%	<input type="text"/>				
Total	122	100%					

6) There is proper delegation of authority between main, regional and country offices:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	26	18.44%	<input type="text"/>				
2. Agree	95	67.38%	<input type="text"/>				
3. Disagree	19	13.48%	<input type="text"/>				
4. Strongly Disagree	1	0.71%	<input type="text"/>				
Total	141	100%					

7) Organisational communication functions well between main and country offices:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	10	7.25%	<input type="text"/>				
2. Agree	101	73.19%	<input type="text"/>				
3. Disagree	25	18.12%	<input type="text"/>				
4. Strongly Disagree	2	1.45%	<input type="text"/>				
Total	138	100%					

8) NCA has the necessary management guidelines and routines:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	15	10.42%	<input type="text"/>				
2. Agree	111	77.08%	<input type="text"/>				
3. Disagree	17	11.81%	<input type="text"/>				
4. Strongly Disagree	1	0.69%	<input type="text"/>				
Total	144	100%					

9) NCA has sufficient staff development systems

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	5	3.57%	<input type="checkbox"/>				
2. Agree	81	57.86%	<input type="checkbox"/>				
3. Disagree	52	37.14%	<input type="checkbox"/>				
4. Strongly Disagree	2	1.43%	<input type="checkbox"/>				
Total	140	100%					

10) My job description is clear:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	45	31.25%	<input type="checkbox"/>				
2. Agree	82	56.94%	<input type="checkbox"/>				
3. Disagree	15	10.42%	<input type="checkbox"/>				
4. Strongly Disagree	2	1.39%	<input type="checkbox"/>				
Total	144	100%					

11) NCA has an adequate financial management system:

A) At the headquarter:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	39	28.68%	<input type="checkbox"/>				
2. Agree	74	54.41%	<input type="checkbox"/>				
3. Disagree	21	15.44%	<input type="checkbox"/>				
4. Strongly Disagree	2	1.47%	<input type="checkbox"/>				
Total	136	100%					

B) At the field office (incl. project offices)

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	25	19.23%	<input type="checkbox"/>				
2. Agree	87	66.92%	<input type="checkbox"/>				
3. Disagree	17	13.08%	<input type="checkbox"/>				
4. Strongly Disagree	1	0.77%	<input type="checkbox"/>				
Total	130	100%					

C) At regional offices in Norway

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	17	15.32%					
2. Agree	83	74.77%					
3. Disagree	11	9.91%					
4. Strongly Disagree	0	0.00%					
Total	111	100%					

12) NCA's IT and communication system is sufficient for my job performance:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	31	21.53%					
2. Agree	81	56.25%					
3. Disagree	28	19.44%					
4. Strongly Disagree	4	2.78%					
Total	144	100%					

13) NCA's reports provide an accurate description of actual activities:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	19	13.77%					
2. Agree	98	71.01%					
3. Disagree	19	13.77%					
4. Strongly Disagree	2	1.45%					
Total	138	100%					

D) IMPLEMENTATION CAPACITY, NCA AND PARTNERS

14) NCA staff have the required skills to implement its own projects/programmes:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	33	23.08%					
2. Agree	101	70.63%					
3. Disagree	9	6.29%					
4. Strongly Disagree	0	0.00%					
Total	143	100%					

15) NCA is in a position to deliver timely and appropriate assistance

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	33	23.24%					
2. Agree	101	71.13%					
3. Disagree	8	5.63%					
4. Strongly Disagree	0	0.00%					
Total	142	100%					

16) NCA Partners have the required implementation capacity

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	3	2.27%					
2. Agree	99	75.00%					
3. Disagree	27	20.45%					
4. Strongly Disagree	3	2.27%					
Total	132	100%					

17) ACT is NCA's most important network for cooperation on emergency assistance:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	57	42.22%					
2. Agree	70	51.85%					
3. Disagree	7	5.19%					
4. Strongly Disagree	1	0.74%					
Total	135	100%					

18) NCA is an important provider of emergency assistance under the ACT coordination:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	67	48.91%					
2. Agree	66	48.18%					
3. Disagree	4	2.92%					
4. Strongly Disagree	0	0.00%					
Total	137	100%					

19) NCA has appropriate funding to achieve its goals:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	14	10.07%	<input type="text"/>				
2. Agree	84	60.43%	<input type="text"/>				
3. Disagree	41	29.50%	<input type="text"/>				
4. Strongly Disagree	0	0.00%	<input type="text"/>				
Total	139	100%					

E) ADVOCACY AND PROTECTION

20) NCA has an adequate focus on the need for protection of populations of concern:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	29	20.28%	<input type="text"/>				
2. Agree	105	73.43%	<input type="text"/>				
3. Disagree	9	6.29%	<input type="text"/>				
4. Strongly Disagree	0	0.00%	<input type="text"/>				
Total	143	100%					

21) NCA has professional partners in protection and advocacy work:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	12	8.76%	<input type="text"/>				
2. Agree	102	74.45%	<input type="text"/>				
3. Disagree	23	16.79%	<input type="text"/>				
4. Strongly Disagree	0	0.00%	<input type="text"/>				
Total	137	100%					

22) NCA has influence when engaging in advocacy work:

A) In Norway

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	59	44.03%	<input type="text"/>				
2. Agree	74	55.22%	<input type="text"/>				
3. Disagree	1	0.75%	<input type="text"/>				
4. Strongly Disagree	0	0.00%	<input type="text"/>				
Total	134	100%					

B) In the respective partner countries:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	12	8.96%	<input type="checkbox"/>				
2. Agree	95	70.90%	<input type="checkbox"/>				
3. Disagree	26	19.40%	<input type="checkbox"/>				
4. Strongly Disagree	1	0.75%	<input type="checkbox"/>				
Total	134	100%					

C) In the global advocacy networks:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	18	14.40%	<input type="checkbox"/>				
2. Agree	87	69.60%	<input type="checkbox"/>				
3. Disagree	19	15.20%	<input type="checkbox"/>				
4. Strongly Disagree	1	0.80%	<input type="checkbox"/>				
Total	125	100%					

23) Advocacy work causes problems for emergency relief and development work:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	4	3.03%	<input type="checkbox"/>				
2. Agree	30	22.73%	<input type="checkbox"/>				
3. Disagree	78	59.09%	<input type="checkbox"/>				
4. Strongly Disagree	20	15.15%	<input type="checkbox"/>				
Total	132	100%					

F) PARTNERSHIP

24) NCA has selected partner organisations with broad legitimacy in countries of operation:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	37	27.61%	<input type="checkbox"/>				
2. Agree	91	67.91%	<input type="checkbox"/>				
3. Disagree	5	3.73%	<input type="checkbox"/>				
4. Strongly Disagree	1	0.75%	<input type="checkbox"/>				
Total	134	100%					

25) Partners are seen as relevant actors for social change and service delivery

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	44	32.12%					
2. Agree	88	64.23%					
3. Disagree	5	3.65%	<input type="checkbox"/>				
4. Strongly Disagree	0	0.00%	<input type="checkbox"/>				
Total	137	100%					

26) Collaboration with partner organisations is good:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	29	21.48%					
2. Agree	103	76.30%					
3. Disagree	2	1.48%	<input type="checkbox"/>				
4. Strongly Disagree	1	0.74%	<input type="checkbox"/>				
Total	135	100%					

27) There is sufficient capacity development of partner organisations:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	5	3.82%	<input type="checkbox"/>				
2. Agree	66	50.38%					
3. Disagree	60	45.80%					
4. Strongly Disagree	0	0.00%	<input type="checkbox"/>				
Total	131	100%					

28) There is sufficient trust in the relationship between NCA and partners:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	22	16.54%					
2. Agree	105	78.95%					
3. Disagree	5	3.76%	<input type="checkbox"/>				
4. Strongly Disagree	1	0.75%	<input type="checkbox"/>				
Total	133	100%					

29) Partners are allowed to influence NCA policy and strategy development:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	9	6.77%	<input type="checkbox"/>				
2. Agree	84	63.16%	<input type="checkbox"/>				
3. Disagree	39	29.32%	<input type="checkbox"/>				
4. Strongly Disagree	1	0.75%	<input type="checkbox"/>				
Total	133	100%					

30) NCA maintains an open and professional dialogue with the Norwegian governmental aid system:

A) with Norad:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	67	50.38%	<input type="checkbox"/>				
2. Agree	66	49.62%	<input type="checkbox"/>				
3. Disagree	0	0.00%	<input type="checkbox"/>				
4. Strongly Disagree	0	0.00%	<input type="checkbox"/>				
Total	133	100%					

B) With Ministry of Foreign Affairs

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	60	44.78%	<input type="checkbox"/>				
2. Agree	74	55.22%	<input type="checkbox"/>				
3. Disagree	0	0.00%	<input type="checkbox"/>				
4. Strongly Disagree	0	0.00%	<input type="checkbox"/>				
Total	134	100%					

C) With Norwegian Embassies in countries of operation:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	48	36.09%	<input type="checkbox"/>				
2. Agree	81	60.90%	<input type="checkbox"/>				
3. Disagree	4	3.01%	<input type="checkbox"/>				
4. Strongly Disagree	0	0.00%	<input type="checkbox"/>				
Total	133	100%					

G) QUALITY ASSURANCE (FINANCES AND PROJECTS) AND LEARNING

31) Project quality assurance is good:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	10	7.69%	<input type="checkbox"/>				
2. Agree	92	70.77%	<input type="checkbox"/>				
3. Disagree	28	21.54%	<input type="checkbox"/>				
4. Strongly Disagree	0	0.00%	<input type="checkbox"/>				
Total	130	100%					

32) Training in project-specific skills is good:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	6	4.51%	<input type="checkbox"/>				
2. Agree	80	60.15%	<input type="checkbox"/>				
3. Disagree	45	33.83%	<input type="checkbox"/>				
4. Strongly Disagree	2	1.50%	<input type="checkbox"/>				
Total	133	100%					

33) The organisational learning is good:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	4	2.88%	<input type="checkbox"/>				
2. Agree	87	62.59%	<input type="checkbox"/>				
3. Disagree	46	33.09%	<input type="checkbox"/>				
4. Strongly Disagree	2	1.44%	<input type="checkbox"/>				
Total	139	100%					

34) My own possibilities for internal learning are good:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	12	8.57%	<input type="checkbox"/>				
2. Agree	87	62.14%	<input type="checkbox"/>				
3. Disagree	37	26.43%	<input type="checkbox"/>				
4. Strongly Disagree	4	2.86%	<input type="checkbox"/>				
Total	140	100%					

35) The financial control system is appropriate (not too much and not to little)

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Strongly Agree	20	14.81%	<input type="text"/>				
2. Agree	99	73.33%	<input type="text"/>				
3. Disagree	15	11.11%	<input type="text"/>				
4. Strongly Disagree	1	0.74%	<input type="text"/>				
Total	135	100%					

36) Please rank the following NCA activities:

Needs assessment:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	9	7.03%	<input type="text"/>				
2. Good	68	53.12%	<input type="text"/>				
3. Sufficient	34	26.56%	<input type="text"/>				
4. Weak	17	13.28%	<input type="text"/>				
5. Very Weak	0	0.00%	<input type="text"/>				
Total	128	100%					

Assessment of potential partners:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	4	3.10%	<input type="text"/>				
2. Good	48	37.21%	<input type="text"/>				
3. Sufficient	55	42.64%	<input type="text"/>				
4. Weak	22	17.05%	<input type="text"/>				
5. Very Weak	0	0.00%	<input type="text"/>				
Total	129	100%					

Conflict sensitivity analysis:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	6	4.69%	<input type="text"/>				
2. Good	40	31.25%	<input type="text"/>				
3. Sufficient	51	39.84%	<input type="text"/>				
4. Weak	31	24.22%	<input type="text"/>				
5. Very Weak	0	0.00%	<input type="text"/>				
Total	128	100%					

Risk assessment:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	4	3.15%	<input type="checkbox"/>				
2. Good	45	35.43%	<input type="checkbox"/>	<input type="checkbox"/>			
3. Sufficient	54	42.52%	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
4. Weak	24	18.90%	<input type="checkbox"/>	<input type="checkbox"/>			
5. Very Weak	0	0.00%	<input type="checkbox"/>				
Total	127	100%					

SPHERE compliance:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	3	2.63%	<input type="checkbox"/>				
2. Good	60	52.63%	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
3. Sufficient	40	35.09%	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
4. Weak	11	9.65%	<input type="checkbox"/>	<input type="checkbox"/>			
5. Very Weak	0	0.00%	<input type="checkbox"/>				
Total	114	100%					

ICRC/ NG; Code of Conduct Compliance:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	9	7.38%	<input type="checkbox"/>				
2. Good	68	55.74%	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
3. Sufficient	34	27.87%	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
4. Weak	11	9.02%	<input type="checkbox"/>	<input type="checkbox"/>			
5. Very Weak	0	0.00%	<input type="checkbox"/>				
Total	122	100%					

Project reporting:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	7	5.47%	<input type="checkbox"/>				
2. Good	69	53.91%	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
3. Sufficient	42	32.81%	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
4. Weak	10	7.81%	<input type="checkbox"/>	<input type="checkbox"/>			
5. Very Weak	0	0.00%	<input type="checkbox"/>				
Total	128	100%					

Financial reporting:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	20	15.15%	<div style="width: 15.15%;"></div>				
2. Good	76	57.58%	<div style="width: 57.58%;"></div>				
3. Sufficient	29	21.97%	<div style="width: 21.97%;"></div>				
4. Weak	7	5.30%	<div style="width: 5.30%;"></div>				
5. Very Weak	0	0.00%	<div style="width: 0%;"></div>				
Total	132	100%					

Project management:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	10	7.75%	<div style="width: 7.75%;"></div>				
2. Good	70	54.26%	<div style="width: 54.26%;"></div>				
3. Sufficient	40	31.01%	<div style="width: 31.01%;"></div>				
4. Weak	9	6.98%	<div style="width: 6.98%;"></div>				
5. Very Weak	0	0.00%	<div style="width: 0%;"></div>				
Total	129	100%					

Training:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	5	3.91%	<div style="width: 3.91%;"></div>				
2. Good	41	32.03%	<div style="width: 32.03%;"></div>				
3. Sufficient	54	42.19%	<div style="width: 42.19%;"></div>				
4. Weak	27	21.09%	<div style="width: 21.09%;"></div>				
5. Very Weak	1	0.78%	<div style="width: 0.78%;"></div>				
Total	128	100%					

QA systems:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	1	0.87%	<div style="width: 0.87%;"></div>				
2. Good	38	33.04%	<div style="width: 33.04%;"></div>				
3. Sufficient	51	44.35%	<div style="width: 44.35%;"></div>				
4. Weak	25	21.74%	<div style="width: 21.74%;"></div>				
5. Very Weak	0	0.00%	<div style="width: 0%;"></div>				
Total	115	100%					

Appropriate financial control:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	21	16.15%	<input type="text"/>				
2. Good	69	53.08%	<input type="text"/>				
3. Sufficient	33	25.38%	<input type="text"/>				
4. Weak	6	4.62%	<input type="text"/>				
5. Very Weak	1	0.77%	<input type="text"/>				
Total	130	100%					

Assistance coordination:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	11	9.02%	<input type="text"/>				
2. Good	62	50.82%	<input type="text"/>				
3. Sufficient	42	34.43%	<input type="text"/>				
4. Weak	7	5.74%	<input type="text"/>				
5. Very Weak	0	0.00%	<input type="text"/>				
Total	122	100%					

Organisational learning from experience:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	9	6.82%	<input type="text"/>				
2. Good	49	37.12%	<input type="text"/>				
3. Sufficient	45	34.09%	<input type="text"/>				
4. Weak	24	18.18%	<input type="text"/>				
5. Very Weak	5	3.79%	<input type="text"/>				
Total	132	100%					

G) PERFORMANCE ASSESSMENT

37) Please assess the quality of the following aspects of NCA's activities and policies:

Emergency preparedness and assistance:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	30	22.73%	<input type="text"/>				
2. Good	76	57.58%	<input type="text"/>				
3. Sufficient	23	17.42%	<input type="text"/>				
4. Weak	3	2.27%	<input type="text"/>				
5. Very Weak	0	0.00%	<input type="text"/>				
Total	132	100%					

Development assistance:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	21	15.91%	<div style="width: 15.91%;"></div>				
2. Good	90	68.18%	<div style="width: 68.18%;"></div>				
3. Sufficient	19	14.39%	<div style="width: 14.39%;"></div>				
4. Weak	2	1.52%	<div style="width: 1.52%;"></div>				
5. Very Weak	0	0.00%	<div style="width: 0%;"></div>				
Total	132	100%					

Advocacy work:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	15	11.11%	<div style="width: 11.11%;"></div>				
2. Good	65	48.15%	<div style="width: 48.15%;"></div>				
3. Sufficient	47	34.81%	<div style="width: 34.81%;"></div>				
4. Weak	8	5.93%	<div style="width: 5.93%;"></div>				
5. Very Weak	0	0.00%	<div style="width: 0%;"></div>				
Total	135	100%					

NCA organisational development:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	5	3.70%	<div style="width: 3.70%;"></div>				
2. Good	67	49.63%	<div style="width: 49.63%;"></div>				
3. Sufficient	46	34.07%	<div style="width: 34.07%;"></div>				
4. Weak	16	11.85%	<div style="width: 11.85%;"></div>				
5. Very Weak	1	0.74%	<div style="width: 0.74%;"></div>				
Total	135	100%					

Development of partner organisations:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	1	0.78%	<div style="width: 0.78%;"></div>				
2. Good	47	36.43%	<div style="width: 36.43%;"></div>				
3. Sufficient	58	44.96%	<div style="width: 44.96%;"></div>				
4. Weak	22	17.05%	<div style="width: 17.05%;"></div>				
5. Very Weak	1	0.78%	<div style="width: 0.78%;"></div>				
Total	129	100%					

Civil society and accountable governance:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	3	2.34%	<input type="checkbox"/>				
2. Good	57	44.53%	<input type="checkbox"/>				
3. Sufficient	45	35.16%	<input type="checkbox"/>				
4. Weak	22	17.19%	<input type="checkbox"/>				
5. Very Weak	1	0.78%	<input type="checkbox"/>				
Total	128	100%					

HIV and AIDS

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	22	16.54%	<input type="checkbox"/>				
2. Good	88	66.17%	<input type="checkbox"/>				
3. Sufficient	22	16.54%	<input type="checkbox"/>				
4. Weak	1	0.75%	<input type="checkbox"/>				
5. Very Weak	0	0.00%	<input type="checkbox"/>				
Total	133	100%					

Conflict resolution

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	11	8.80%	<input type="checkbox"/>				
2. Good	74	59.20%	<input type="checkbox"/>				
3. Sufficient	33	26.40%	<input type="checkbox"/>				
4. Weak	7	5.60%	<input type="checkbox"/>				
5. Very Weak	0	0.00%	<input type="checkbox"/>				
Total	125	100%					

Water and sanitation

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	34	25.76%	<input type="checkbox"/>				
2. Good	82	62.12%	<input type="checkbox"/>				
3. Sufficient	14	10.61%	<input type="checkbox"/>				
4. Weak	2	1.52%	<input type="checkbox"/>				
5. Very Weak	0	0.00%	<input type="checkbox"/>				
Total	132	100%					

Gender based violence

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	18	13.74%					
2. Good	81	61.83%					
3. Sufficient	24	18.32%					
4. Weak	8	6.11%					
5. Very Weak	0	0.00%					
Total	131	100%					

Monitoring and evaluation:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	1	0.76%					
2. Good	56	42.75%					
3. Sufficient	45	34.35%					
4. Weak	28	21.37%					
5. Very Weak	1	0.76%					
Total	131	100%					

Fundraising:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	20	14.71%					
2. Good	77	56.62%					
3. Sufficient	26	19.12%					
4. Weak	12	8.82%					
5. Very Weak	1	0.74%					
Total	136	100%					

International networking:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	20	14.93%					
2. Good	80	59.70%					
3. Sufficient	28	20.90%					
4. Weak	5	3.73%					
5. Very Weak	1	0.75%					
Total	134	100%					

H) OECD/DAC CRITERIA

Please assess NCA's project activities in relation to the OECD/DAC review criteria:

38) Relevance/ appropriateness:

Frequency Analysis				
	Answer	Count	Percent	20% 40% 60% 80% 100%
1.	Excellent	24	22.02%	
2.	Good	76	69.72%	
3.	Sufficient	8	7.34%	
4.	Weak	1	0.92%	
5.	Very Weak	0	0.00%	
	Total	109	100%	

39) Effectiveness:

Frequency Analysis				
	Answer	Count	Percent	20% 40% 60% 80% 100%
1.	Excellent	11	10.19%	
2.	Good	68	62.96%	
3.	Sufficient	27	25.00%	
4.	Weak	2	1.85%	
5.	Very Weak	0	0.00%	
	Total	108	100%	

40) Efficiency

Frequency Analysis				
	Answer	Count	Percent	20% 40% 60% 80% 100%
1.	Excellent	8	7.69%	
2.	Good	62	59.62%	
3.	Sufficient	31	29.81%	
4.	Weak	3	2.88%	
5.	Very Weak	0	0.00%	
	Total	104	100%	

41) Impact:

Frequency Analysis				
	Answer	Count	Percent	20% 40% 60% 80% 100%
1.	Excellent	7	6.80%	
2.	Good	63	61.17%	
3.	Sufficient	30	29.13%	
4.	Weak	3	2.91%	
5.	Very Weak	0	0.00%	
	Total	103	100%	

42) Sustainability/ connectedness:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	3	2.80%	<input type="checkbox"/>				
2. Good	49	45.79%	<input type="checkbox"/>	<input type="checkbox"/>			
3. Sufficient	40	37.38%	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
4. Weak	15	14.02%	<input type="checkbox"/>	<input type="checkbox"/>			
5. Very Weak	0	0.00%	<input type="checkbox"/>				
Total	107	100%					

43) Coverage:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	14	12.96%	<input type="checkbox"/>				
2. Good	51	47.22%	<input type="checkbox"/>	<input type="checkbox"/>			
3. Sufficient	34	31.48%	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
4. Weak	9	8.33%	<input type="checkbox"/>	<input type="checkbox"/>			
5. Very Weak	0	0.00%	<input type="checkbox"/>				
Total	108	100%					

44) Coherence:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	11	10.58%	<input type="checkbox"/>				
2. Good	53	50.96%	<input type="checkbox"/>	<input type="checkbox"/>			
3. Sufficient	33	31.73%	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
4. Weak	6	5.77%	<input type="checkbox"/>	<input type="checkbox"/>			
5. Very Weak	1	0.96%	<input type="checkbox"/>				
Total	104	100%					

45) Coordination:

Frequency Analysis							
Answer	Count	Percent	20%	40%	60%	80%	100%
1. Excellent	10	9.43%	<input type="checkbox"/>				
2. Good	62	58.49%	<input type="checkbox"/>	<input type="checkbox"/>			
3. Sufficient	29	27.36%	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
4. Weak	3	2.83%	<input type="checkbox"/>	<input type="checkbox"/>			
5. Very Weak	2	1.89%	<input type="checkbox"/>				
Total	106	100%					

46) Protection:

Frequency Analysis				
	Answer	Count	Percent	20% 40% 60% 80% 100%
1.	Excellent	7	6.73%	
2.	Good	58	55.77%	
3.	Sufficient	33	31.73%	
4.	Weak	6	5.77%	
5.	Very Weak	0	0.00%	
	Total	104	100%	

ANNEX IV. SELECTED DOCUMENTS

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