

Study 2/2007



## **Development Cooperation through Norwegian NGOs in South America**



**Norad**

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Trykk: Lobo Media AS  
ISBN: 978-82-7548-246-2

# **Development Cooperation through Norwegian NGOs in South America**

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# Contents

<b>List of Tables</b>	<b>6</b>
<b>Acronyms</b>	<b>7</b>
<b>Executive Summary</b>	<b>9</b>
<b>1 Introduction</b>	<b>12</b>
1.1 The scope and focus of the study	12
1.2 Methods and data sources	13
<b>2 Overview of Norwegian NGOs in South America</b>	<b>15</b>
2.1 The allocation of Norad's funding for Norwegian NGOs to South America	15
2.2 The Norwegian NGOs in South America	16
2.2.1 "Service delivery" NGOs	17
2.2.2 "Mobilisation-oriented service delivery" NGOs	18
2.2.3 "Organisational capacity-building" NGOs	19
2.3 Concluding remarks	21
<b>3 Development Cooperation in South America</b>	<b>22</b>
3.1 Cooperation in Bolivia	22
3.1.1 <i>The political-social context</i>	22
3.1.2 <i>Norwegian NGOs' engagement in Bolivia</i>	22
3.1.3 <i>The local partner organisations</i>	24
3.1.4 <i>The Norwegian-Bolivian partnerships</i>	25
3.1.5 <i>Relevant evaluations and reviews</i>	26
3.2 Cooperation in Brazil	27
3.2.1 <i>The political-social context</i>	27
3.2.2 <i>The Norwegian NGOs and their partner selections in Brazil</i>	28
3.2.3 <i>NCA partnerships and projects in Brazil</i>	29
3.2.4 <i>RFN partnerships and projects in Brazil</i>	31
3.2.5 <i>Relevant evaluations and reviews</i>	34
3.2.5.1 <i>Norwegian Church Aid</i>	34
3.2.5.2 <i>Rainforest Foundation Norway</i>	35
3.3 Politics of coherence and coordination	36
3.3.1 <i>Coherence with Norwegian government policies</i>	37
3.3.2 <i>Relationships with central government and political parties</i>	37
3.3.3 <i>Relationships with local government</i>	38
3.4 'Techniques' of cooperation	38
3.4.1 <i>Target groups and geographic focus</i>	38
3.4.2 <i>The partnership relations</i>	39
3.4.2.1 <i>Partners' autonomy</i>	39
3.4.2.2 <i>The 'value added'</i>	40
3.4.2.3 <i>Sustainability</i>	41
3.4.3 <i>Quality assurance, monitoring and evaluation systems</i>	41
3.5 Concluding remarks	43
<b>4 The State of Knowledge and Knowledge Gaps</b>	<b>45</b>
4.1 Assessment of existing knowledge and knowledge gaps	45
4.1.1 <i>A geographic assessment</i>	45
4.1.2 <i>A thematic assessment</i>	46
4.2 New directions for the Latin American civil society and implications for Norwegian NGOs	47
4.2.1 <i>How to make a fragmented civil society pull together</i>	47
4.2.2 <i>The role of participatory planning at the municipal level for civil society activism</i>	48
4.2.3 <i>Do NGOs crowd out political parties?</i>	48

4.3	Conditions for successful non-governmental development cooperation	48
4.3.1	<i>Impacts of 10 to 15 years of advocacy-oriented NGO cooperation</i>	48
4.3.2	<i>The impacts of different contexts on NGOs' development cooperation</i>	49
4.3.3	<i>Comparing channels of Norwegian funds for development cooperation</i>	49
4.3.4	<i>Potentials and limits for south-south exchange of NGO experiences</i>	49
<b>Annex 1:</b>	<b>References</b>	50
<b>Annex 2:</b>	<b>Persons Interviewed</b>	52
<b>Annex 3:</b>	<b>Norwegian NGOs and their Local Partners in South America 2006, Bolivia and Brazil excluded</b>	54
<b>Annex 4:</b>	<b>Terms of Reference</b>	56

## List of Tables

Table 2.1	Allocations of Norad funding 2003 to 2006, by country	15
Table 2.2	Norad's funding to South America in 2006, by country and Norwegian NGO	15
Table 2.3	Norwegian NGOs' share of Norad funding to South America in 2006	16
Table 2.4	Norwegian NGOs in South America, by civil society segment and strategic approach	17
Table 3.1	The Norwegian NGOs and their local partners in Bolivia with Norad funded projects	22
Table 3.2	Total spending and Norad-funded share of spending, RFN and NCA in Brazil, 2000-2006	28
Table 3.3	The Norwegian NGOs and their local partners in Brazil with Norad funded projects	29
Table 4.1	Mapping external evaluations of NGOs in South America after 2000	45

## Acronyms

ABONG	Associação Brasileira de Organizações Não Governamentais	The Brazilian Association of NGOs	Brazil
AE	Ação Educativa	"Action for Education"	Brazil
AIDSESP	Asociación Interétnica de Desarrollo de la Selva Peruana	"Inter-ethnic organisation for development of the Peruvian rainforest"	Peru
APINA	Conselho das Aldeias Wajãpi	Council of Wajãpi Villages	Brazil
ATIX	Associação Terra Indígena de Xingú	Association for the Indigenous Territory of Xingú	Brazil
CCOO	Confederación Sindical de Comisiones Obreras España	"Spanish confederation of trade unions"	Spain
CCPY	Comissão Pró-Yanomami	"Committee for the rights of the Yanomami people"	Brazil
CDIMA	Centro de Desarrollo Integral de la Mujer Aymara	"Center for integrated development of the Ayamara woman"	Bolivia
CEADL	Centro de Apoyo al Desarrollo Local	"Center for local development help"	Bolivia
CEDI	Centro de Documentação e Informação	Centre for Documentation and Information	Brazil
CEN-DOC	Centro de Documentación Sobre la Mujer	"Center for documentation of female matters"	Peru
CGTP	Confederación General de Trabajadores de Peru	"Peruvian confederation of trade unions"	Peru
CPI	Comissão Pró-Índio do Acre	"Committee for the rights of Indigenous groups in Acre"	Brazil
CSOs		Civil Society Organisations	
CSUTCB	Confederación Sindical Unica de Trabajadores Campesinos de Bol.	"Bolivian confederation of peasant workers"	Bolivia
CTI	Centro de Trabalho Indigenista	"Centre for indigenist work"	Brazil
CUT	Central Unitaria de Trabajadores de Colombia	"Colombian confederation of trade unions"	Colombia
DNM	Det Norske Misjonsforbund	"The Norwegian federation for mission "	Norway
FNV	Federatie Nederlandse Vakbeweging	"The confederation of trade unions of the Netherlands"	Netherlands
FOIRN	Federação das Organizações Indígenas do Rio Negro	"Federation of indigenous organisations of Rio Negro"	Brazil
FOKUS	Forum for Kvinner og Utviklingsspørsmål	Forum for Women and Development	Norway
HAY	Hutukara Associação Yanomami	The Indigenous Association of Yanomami	Brazil
IEPÉ	Instituto de Pesquisa e Formação em Educação Indígena	Institute for Research and Training in Indigenous Education	Brazil
INESC	Instituto de Estudos Socioeconômicos	Institute for Socioeconomic Studies	Brazil
ISA	Instituto Socioambiental	"Institute for Social and Environmental Rights"	Brazil
LIM-PAL	Líga Internacional de Mujeres por la Paz y la Libertad	Women's International League for Peace and Freedom Colombia	Colombia
LO	Landsorganisasjonen I Norge	The Norwegian Confederation of Trade Unions	Norway
MANB	Mision Alianza Noruega en Bolivia	Norwegian Mission Alliance in Bolivia	Bolivia
MFA		Ministry of Foreign Affairs	Norway
MST	Movimento Sem Terra	Movement of the Landless	Brazil
NLM	Norsk Luthersk Misjonssamband	Norwegian Lutheran Mission	Norway
NMA	Den Norske Misjonsallianse	Norwegian Mission Alliance	Norway
NmiD	Bistandsnemnda	Norwegian Missions in Development	Norway
NCA	Kirkens Nødhjelp	Norwegian Church Aid	Norway
Norad	Direktoratet for utviklingssamarbeid	Norwegian Agency for Development Cooperation	Norway
NPA	Norsk Folkehjelp	Norwegian People's Aid	Norway
NRC	Flyktninghjelpen	Norwegian Refugee Council	Norway
OPIAC	Organização de Profesores Indígenas de Acre	Indigenous Association of Acre	Brazil

OPEP	Organización de Trabajadores de la Educación del Paragua	"Paraguayan Education Workers Organisation"	Paraguay
PAD	Process of Articulation and Dialogue	(European-Brazilian NGO network) (NCA-promoted)	Brazil
PYM	De Norske Pinsemenigheters Ytremisjon	The Pentecostal Foreign Mission	Norway
RCA	Rede de Cooperação Alternativa	Network for Alternative Cooperation (RFN-promoted)	Brazil
RFN	Regnskogfondet	Rainforest Foundation Norway	Norway
SAIH	Studentenes og Akademikernes Internasjonale Hjelpfond	Norwegian Students' and Academics' International Assistance Fund	Norway
SUTEP	Sindicato Unitario de Trabajador- es en la Educación del Peru	"Peruvian Education Workers Union"	Peru
Stromme	Strømmestiftelsen	Strømme Foundation	Norway
UAC	Unidades Academicas Campesinas	"Peasants' academic units"	Bolivia
UoE	Utdanningsforbundet	Union of Education Norway	Norway
WFN	Kvinnefronten	Women's Front, Norway	Norway
WILF	Internasjonal Kvinneliga for Fred	Women's International League for Peace and Freedom	Norway

# Executive Summary

## Background, objectives and methodology

In order to increase knowledge about the development cooperation carried out in South America through Norwegian NGOs, the Norwegian Ministry of Foreign Affairs (MFA) and the Norwegian Agency for Development Cooperation (Norad) have commissioned this state-of-the-art study. The objectives of the study are to:

- Present an overview of the Norwegian NGOs that are, or have recently been, working in South America, focusing on their activities, thematic and geographical priorities, qualifications and practices. The overview should include the organisations' local partners.
- Identify and present an overview of existing knowledge and sources of information about the engagement of Norwegian NGOs in the region. This overview should include an assessment of the necessity for a comprehensive evaluation of the development cooperation through Norwegian NGOs in South America.

The study is based on: (i) desk study – review of key documents (particularly evaluations) and statistics; (ii) structured and semi-structured interviews with key personnel at MFA, Norad, relevant Norwegian embassies, Norwegian NGOs (both at headquarters and overseas) as well as their local partners, local governance institutions, civil society and beneficiaries; (iii) field trips to Bolivia and Brazil. This study is confined to Norad funded activities.

## Findings

*Significant reduction of Norad funds to South America.* In 2003, NOK 100 million from Norad's civil society funding mechanism was channelled to South America through Norwegian NGOs. When subtracting the direct support to indigenous peoples, Norad funds to South America amounted to approximately NOK 69 million in 2006, in other words, a 31 per cent decrease since 2003.

*Bolivia, Ecuador and faith-based organisations dominate the picture.* Bolivia has been the largest recipient of these funds throughout the period 2003-2006, Ecuador the second, Colombia the third and Brazil the fourth largest. Norwegian missions in Development (NmiD) an umbrella NGO for several mission organisations, channels close to 50 % of Norad's 'civil society funds' to South America.

*Most of the Norwegian NGOs combine rights-based 'mobilisation-oriented service delivery' with 'organisational capacity-building'.* This strategic approach characterises NMA, NCA, SAIH, NRC and RFN. The more solidarity-oriented CSOs (FOKUS, NPA, LO and UoE) concentrate on organisational capacity-building of partner organisations. Still, these two groups of CSOs have in common that their activities are part of a rights-based strategy to enhance popular mobilisation for the strengthening of civil society and for political-social changes.

*Small budgets may threaten the learning capacity.* Few NGOs operate with yearly budgets larger than 1 million USD in any country. This might make it difficult to operate with a professional staff and accumulate a critical amount of experiences. With small budgets the potential for exchanging experiences or for providing learning arenas across the continent may suffer.

*Assessment of the performance.* The conclusion based on the desk study and fieldwork in Brazil and Bolivia is that the projects funded by Norad through Norwegian NGOs and their local partners are implemented according to plans, and the results are very valuable for the

population, with reference to both pure service delivery, mobilisation-oriented service delivery or support to capacity-building.

*Target groups.* The choice of target groups is usually a function of the strategic approach. On the one hand, the ‘service-delivering NGOs’ tend to target marginalised children and youth: street children, drug & alcohol addicts, children in areas without access to school. On the other hand, the ‘mobilisation-oriented service-delivering’ NGOs target social groups that are denied basic human rights (economic, social, cultural, environmental). Most of the NGOs include indigenous groups and women among their target groups. In geographical terms, they tend to work in both urban and rural areas, although preferring the periphery: they target people in the margins of cities (the ‘slum’ population) or the most marginalised groups in rural areas. In general, the target population is weakly involved in the design of interventions.

*Partners and partnership relations.* Most of the partners selected in Bolivia and Brazil are CSOs which support social movements for profound political-social changes. In Bolivia the partners tend to have extensive grassroots support (social movements), while among the Brazilian national partners the educational level and professional capacity are quite high. As a rule, the Norwegian NGOs enter into partnership with NGOs operating at the national level. Some NGOs, like the Strømme Foundation and NCA, co-operate with organisations located mainly in one city or one region of the country. Other NGOs, like RFN, co-operate with local associations as well, although in three-part agreements that include the national partner organisation. There is no formal cooperation with central governments, but many NGOs and their local partners co-operate with municipalities.

*Norwegian NGOs’ roles and value added.* While the Norwegian NGOs do respect the partners’ autonomy with a hands-off approach, the Team found ‘value added’ in the partnerships. The study identifies three types of value added, resulting from different roles assumed by the Norwegian NGO: the personal-consultant role (trust-based advice offered to the leadership of the partner organisation), the political-organisational role (transfer of relevant know-how for long term purposes, on the basis of common ideas and struggles), and the macro-social role (support to building national networks of organisations and/or including partners in existing international networks).

*Coordination and coherence.* While there is little coordination between the Norwegian NGOs operating in the same country or region, there is an extensive coordination within national networks of their partner organisations. Many NGOs emphasise coordination with international organisations or networks in which they are members. The Norwegian NGOs’ efforts are fairly in line with the main objectives of Norwegian development policy (rights-based approach, gender, etc.). However, some of the faith-based organisations (Stromme, DNM, NLM, PYM) concentrate on social service delivery.

*Basic administrative arrangements are in place, but the quality assurance system can be improved.* As to basic financial, organisational and administrative routines connected with planning, budgeting, accounting and auditing, we found that all the Norwegian NGOs had a system in place. However, feed-back to the donors from the clients/target groups in terms of user satisfaction surveys, trustworthy complaints mechanisms, focus group interviews, or user assessment meetings are not used by any of the observed Norwegian NGOs.

### **Knowledge gaps**

*Geographic assessment:* There have been no external evaluations of any individual NGOs’ entire country programme with Norad funding in South America. One exception is Norad’s organisational performance review of NPA (2007) with a case study of its programme in Ecuador. Still, all the Norwegian NGOs operating in the same South American country have not been evaluated jointly. While the Norwegian NGOs involved in Brazil and Ecuador have managed to address most of their projects with high-quality evaluations, efforts at the same level in the other countries cannot be observed. Given the fact that *Bolivia* is the main recipient of Norad’s funding for Norwegian NGOs in South America, combined with the profound political changes in that country the last few years, more in-depth knowledge is needed of NGO-based development cooperation and their adaptations to the changes in that country.

*Thematic assessment:* There is a need for an evaluation of how three main cross-cutting issues are handled in the development co-operation through Norwegian NGOs: *environment*, *gender*, and *voice*. If such an evaluation cannot be carried out separately, it could be integrated with a suggested country study of Bolivia, or it could be part of a larger evaluation of conditions for successful *rights-based and advocacy-oriented* cooperation in a changing Latin America.

*For future evaluations we suggest the following study questions:*

New directions for the Latin American civil society and implications for Norwegian NGOs:

- How are fragmented civil societies united?
- What is the role of participatory planning at the municipality level for civil society activism?
- Do NGOs crowd out political parties?

Conditions for successful non-governmental development cooperation:

- What are the impacts of rights-based and advocacy-oriented NGO cooperation in Latin America?
- What are the impacts of different state contexts on NGOs' development cooperation?
- To what extent has environment, gender and voice been integrated?
- Which funding channel is best in enhancing environmental protection and sustainable use of natural resources - Norwegian NGOs, international NGOs, multilateral institutions?
- What are the potentials and limits for south-south exchange of NGO experiences?

# 1 Introduction

Among the OECD countries, Norway is the country that channels the largest share of its official development assistance (ODA) through civil society organisations, and has the largest number of civil society organisations as development partners (MFA, 2006). In 2005 NOK 3,9 billion, or approximately 33 per cent of the bilateral ODA was channelled through non-governmental organisations (NGOs) and other actors that belong to civil society.

For several decades Norwegian non-governmental organisations (NGOs) have been engaged in development cooperation in a number of South American countries, partly financed by the Norwegian Agency for Development Cooperation (Norad). The current Norwegian Government intends to extend and strengthen its development cooperation with South America. This intention has been reflected in the budget for 2007, and a part of the budgetary increase for the region is being channelled through the civil society.

In order to increase knowledge about the development cooperation carried out in the region through Norwegian NGOs, the Norwegian Ministry of Foreign Affairs (MFA) and Norad have commissioned this state-of-the-art study. The objectives of the study are to:

- Present an overview of the Norwegian NGOs that are, or have recently been, working in South America, focusing on their activities, thematic and geographical priorities, qualifications and practices. The overview should include the organisations' local partners.
- Identify and present an overview of existing knowledge and sources of information about the engagement of Norwegian NGOs in the region. This overview should include an assessment of the necessity for a comprehensive evaluation of the development cooperation through Norwegian NGOs in South America.

When using the term 'NGOs', the study refers broadly to organisations, associations and social movements that are not governmental. The terms NGOs and CSOs – civil society organisations – will in this study be used interchangeably.

## 1.1 The scope and focus of the study

Norad's global grant facility for NGOs (approximately NOK 1,2 bill.) is the Norwegian government's largest individual grant facility for NGOs. The basis for MFA/Norad's support to civil society is expressed in the guidelines from 2001 (MFA/Norad, 2001). This study is confined to Norad funded activities. The focus is on the present situation regarding development cooperation, with emphasis on the budget year 2006. The allocations for 2007 and programmes and projects initiated this year have not been assessed. However, the study has also considered activities before 2006 when this was deemed necessary to obtain a comprehensive overview.

In terms of geographical scope, the study covers all countries in South America where Norwegian NGOs are engaged in development cooperation. However, over the last five years Bolivia, Brazil, Colombia, Ecuador and Peru together received more than 90 per cent of the development assistance channelled through Norwegian NGOs working in the region, and thus these countries constitute the main scope of the study. Among them, *Bolivia* and *Brazil* are perceived as the main recipients,<sup>1</sup> and were thus selected for field visits which should provide more in-depth knowledge about the Norwegian NGOs' activities in these two countries.

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1 Bolivia has been the largest recipient of Norad funds the last five years. However, as presented later on in section 2.1, a closer look at more updated figures for Norad funds allocations show that Ecuador and *not* Brazil is the second largest recipient. Nevertheless, the selection of Brazil can be justified methodologically as a choice of a presumed 'most different case' that facilitates a contrasting comparison (with Bolivia).

Concerning the administrative scope, the study will not examine examples of what is termed ‘direct support to indigenous peoples’.<sup>2</sup> Considered beyond the scope of the study are allocations to Norwegian NGOs in South America through the following mechanisms:

- The Peace Corps programme,
- Natural disasters relief aid (MFA),
- Humanitarian aid and support of human rights (mainly to countries with armed conflicts) (MFA),
- Peace making ‘transitional assistance’ (MFA), and
- Peace, reconciliation and democracy (MFA).

Nevertheless, since the task of the study is to “present an overview” and also “include an assessment of the necessity for a comprehensive evaluation of the development cooperation through Norwegian NGOs in South America” (ToR), some of the other funding mechanisms will be mentioned in the conclusion of the study.

The Team from Norwegian Institute of Urban and Regional Research (NIBR) consisted of:

- Einar Braathen, political scientist, team leader, responsible for the Brazil country case and the overall report.
- Henrik Wiig, economist, responsible for the Bolivia country case.
- Heidi Lundeberg, master student in Human Geography, University of Oslo, project assistant, and assisted in head quarter interviews in Oslo and collection of background data and statistics.
- Marit Haug, political scientist, provided quality assurance for methods and interview guides for field work and interviews at head quarter.

## 1.2 Methods and data sources

In order to cover the areas presented above, this study has used the following methods:

- Desk study – review of key documents (particularly evaluations) and statistics.
- Field trips to South America, meeting key personnel and partners, and gathering quantitative and qualitative, primary and secondary data.
- Structured and semi-structured interviews with key personnel at MFA, Norad, relevant Norwegian embassies, Norwegian NGOs (both at headquarters and overseas) as well as their local partners, local governance institutions, civil society and beneficiaries.

*The samples of Norwegian NGOs operating in South America.* The selection of Bolivia and Brazil as country cases had bearings on which Norwegian NGOs would be studied in-depth. Apart from the Norwegian Refugee Council (NRC) which operates only in Colombia, visits to Bolivia and Brazil included all major Norwegian NGOs operating in South America (listed in table 2.3 below).

*The samples of NGOs in Bolivia and Brazil.* In each country at least two Norwegian NGOs were to be selected from different civil society categories and with different thematic approaches. All their partners, who had benefited from Norad funded cooperation, were visited in their headquarters. For each Norwegian NGO, at least two projects with different local partners were to be visited in the field.

In Brazil there were only two sizeable Norwegian NGOs operating – the Rainforest Foundation Norway (RFN) and Norwegian Church Aid (NCA). The Team interviewed the chief executive and relevant programme coordinators of all their local partner organisations in their headquarters in Brasilia, São Paulo, Boa Vista, and a programme coordinator in Fortaleza. Among the RFN-supported projects, field visits were made to project sites in two different parts of the Amazonian rainforests. Among the NCA-supported projects, some were physically located in the headquarters visited. In addition, one NCA project partner (Diaconia) was interviewed and its activities in the city of Fortaleza were observed. In Bolivia, there were four major Norwegian NGOs present, and all of them were selected for visits; to their local representatives or their partners. The names of the organisations visited and persons interviewed are listed in Appendix 2.

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<sup>2</sup> ‘Direct support to indigenous peoples’ has in Norad’s PTA-database been categorised as Norad funds, thus being discussed under the presentation of the overview in section 2.1. Except for that, it is left out of this study.

*Assessment of data sources.* The persons interviewed were based at three different levels; Norwegian NGO headquarter (Oslo), South American national partner (headquarter), and South American local partner (project site). The NGOs did facilitate the study without interference. The researchers used observation and relevant documents in addition to interviews, particularly in their project field visits; they also talked to people from the target group; and they met informed outsiders who were well informed about the projects and who were not part of the projects or organisations analysed in the study. Two project sites were selected; one proposed by the Norwegian NGO and the other by the Team. The two selected project sites were assessed by the Norwegian NGO and their partner organisation regarding performance and strength and weaknesses compared to other projects in their portfolio, before the Team arrived in the field.

## 2 Overview of Norwegian NGOs in South America

Norad's funding for Norwegian NGOs totals 1,2 billion NOK. Of this approximately NOK 80 million has been allocated to South America, and a relatively large share goes to different indigene-related projects and activities.

### 2.1 The allocation of Norad's funding for Norwegian NGOs to South America

Table 2.1 Allocations of Norad funding 2003 to 2006, by country

Country	2003	2004	2005	2006	Total
Bolivia	26 554	22 291	23 715	23 456	96 016
Ecuador	21 767	20 889	16 702	17 860	77 218
Colombia	17 419	17 535	16 698	13 550	65 202
Brasil	18 033	16 200	14 994	14 421	63 648
Peru	7 444	7 265	7 480	8 023	30 212
Paraguay	4 774	3 935	4 344	5 033	18 086
Chile	3 849	1 945	1 214	230	7 238
<b>Total</b>	<b>99 840</b>	<b>90 060</b>	<b>85 147</b>	<b>82 573</b>	<b>357 620</b>

Source: Norad PTA-database and Norwegian People's Aid. All figures in 1000 NOK

There was a decrease of 17 per cent in Norad's allocation from 2003 to 2006, see table 2.1,<sup>3</sup> perhaps slightly eased by the inclusion of the Indigenous People's Programme. The South American sub-programme became part of Norad's facility. Of this programme a large share has always been related to indigenous peoples. Table 2.2 below shows that when subtracting the direct support to indigenous peoples, Norad funding amounted to approximately NOK 69 million, in other words, a 31 per cent decrease from 2003.

Bolivia has been the largest recipient of these funds throughout the period, and Ecuador the second largest. Brazil and Colombia have received roughly the same amounts. After the Indigenous Peoples Programme was decentralised, Norad continued to channel direct support to indigenous peoples in South America through the Rainforest Foundation Norway (RFN) in Peru and Paraguay from 2006, and through the Royal Norwegian Embassy in Brazil from 2003.<sup>4</sup> RFN regards its role in this support to indigenous groups in Paraguay and Peru as administrative without the type of partnerships they normally operate, and it is not part of their Norad Framework Agreement. Hence, the direct support to indigenous peoples through the embassy in Brazil (NOK 6,788 million) and through RFN in Peru and Paraguay (NOK 7,187 million) has been excluded in the following tables. The revised figures in table 2.2 reveal that Brazil is the fourth biggest recipient of aid through partnerships with Norwegian NGOs, well behind Bolivia, Ecuador and Colombia.

Table 2.2 Norad's funding to South America in 2006, by country and Norwegian NGO

NGO	Bolivia	Ecuador	Colombia	Brazil	Peru	Parag.	Chile	Total
NmiD	15428	12089	2983		769	1237		32506
NRC			9400					9400
NPA	1008	5771	562				413	7754
RFN				5868	1125			6993

<sup>3</sup> The PTA database had omitted NPA with significant Norad funding particularly in Ecuador.

<sup>4</sup> Funding for the Indigenous Peoples Programme also goes from the Ministry of Foreign Affairs through the Royal Norwegian Embassy in Guatemala to indigenous organisations and their work there.

NGO	Bolivia	Ecuador	Colombia	Brazil	Peru	Parag.	Chile	Total
SAIH	4839							4839
NCA				1365	1526			2891
Stromme	2181							2181
FOKUS			197		466			663
LO			408		184			592
UoE					270	270		540
Anette's				400				400
<b>Total</b>	<b>23456</b>	<b>17860</b>	<b>13550</b>	<b>7633</b>	<b>4340</b>	<b>1507</b>	<b>413</b>	<b>68759</b>

Source: PTA database and figures from NGOs.

Tables 2.2. and 2.3 show that “Norwegian missions in Development”(NmiD) is by far the largest recipient of Norad’s funds to South America. NmiD is an umbrella NGO for several mission organisations. Its member organisations with Norad-funded activities in South America are: the Norwegian Mission Alliance (NMA), the Norwegian Lutheran Mission (NLM), the Norwegian Federation for Mission (DNM) and the Pentecostal Mission (PYM). These NmiD members operate in five of the seven countries on the list.<sup>5</sup>

Table 2.3 Norwegian NGOs’ share of Norad funding to South America in 2006<sup>6</sup>

Share	NGO
<b>47.2 %</b>	NmiD
<b>13.7 %</b>	NRC
<b>11.3 %</b>	NPA
<b>10.2 %</b>	RFN
<b>7.1 %</b>	SAIH
<b>4.2 %</b>	NCA
<b>3.2 %</b>	Stromme
<b>3.1 %</b>	Various NGOs with smaller shares <sup>7</sup>
<b>100.0 %</b>	

Source: PTA and figures from NGOs

## 2.2 The Norwegian NGOs in South America

After assessing the NGOs’ own strategies, policies and plans, and observing practices in the field, the following categorisation of Norwegian NGOs/CSOs according to their strategic priorities in development cooperation has been developed:

- I “Service-delivering” NGOs
- II “Mobilisation-oriented service-delivering” NGOs.
- III “Organisational capacity-building” NGOs.

In Annex 3 the Norwegian NGOs, their local partners and their projects in South America in 2006 (Bolivia and Brazil excluded) are presented. The annex employs the categories that the Norwegian NGOs use in the presentation of their projects. The labels ‘organisational support’, ‘institutional support’, ‘organisational capacity-building’ and ‘organisational development’ correspond to our category *organisational capacity-building*. The remaining categories are specific descriptions of *service-delivery* projects, of which some projects in our view are mobilisation-oriented and even ‘organisational capacity-building’ oriented, whereas others are not.

<sup>5</sup> Apart from NRC which only operates in Colombia, field visits to Bolivia and Brazil captured all the major Norwegian NGOs listed in table 2.2. This means that all the different categories of NGOs are represented in the study (see Annex 3).

<sup>6</sup> The Norwegian NGO, The Development Fund, did not receive Norad’s ‘civil society funds’ for South America activities until 2007. Therefore, it is not included in tables 2.2 and 2.3. A complete picture of allocations through Norwegian NGOs would have included funding directly from MFA for humanitarian aid and through the regional funding mechanism. The NRC and NCA, unlike NmiD, obtained significant funding from the MFA. From 2007, also RFN will receive substantial additional funding from the MFA for its cross-border Amazonas programme.

<sup>7</sup> FOKUS, LO, UoE, Anette’s Street Children received between 0.9 and 0.5 % each.

Any categorisation of projects and NGOs is open to questioning. Service delivery can contribute to strengthening the civil society as people become socially included, i.e. education and health care can give people the strength to engage in political mobilisation. Still there is a distinction between projects where service delivery is part of a rights-based approach, and projects where service delivery is not part of such strategies.

Also ‘organisational capacity-building’ usually contains components of services such as training. However, as can be seen in Annex 3, this type of support is typically provided to trade unions which have mobilisation and protection of the members’ interests, and not ‘service delivery’, as their main tasks. Moreover, for other NGOs, organisational capacity-building is included in their programmes as a logical supplement to mobilisation-oriented service delivery. Many NGOs can therefore be categorised both as ‘mobilisation-oriented service deliverers’ and ‘organisational capacity-building’ NGOs.

In the following, the NGOs are categorised according to the segments of the Norwegian civil society they originate from: (i) faith-based, (ii) secular solidarity-based and (iii) labour movement-based organisations. Although some of the organisations do not find these labels relevant,<sup>8</sup> the combination of the two categorisations show a certain pattern (see table 2.4): ‘labour movement organisations’ tend to work with ‘organisational capacity-building’, ‘secular solidarity NGOs’ tend to combine ‘organisational capacity-building’ with ‘mobilisation oriented service delivery’ and the same applies to ‘faith-based CSOs’, although we here also find examples of ‘service delivery mainly’.

*Table 2.4 Norwegian NGOs in South America, by civil society segment and strategic approach*

<b>Strategic approach</b>	<b>Faith-based NGOs</b>	<b>Secular solidarity-based NGOs</b>	<b>Labour movement organisations</b>
<i>I. “Service delivery mainly”</i>	<i>Stromme DNM, NLM, PYM</i>		
<i>II. “Mobilisation-oriented service delivery”</i>	<i>NMA NCA</i>	<i>SAIH NRC RFN</i>	
<i>III. “Organisational capacity-building”</i>	<i>(NMA)* (NCA)*</i>	<i>FOKUS (RFN)*</i>	<i>NPA LO UoE</i>

\* NGOs in brackets suggest an additional strategic approach.

### **2.2.1 “Service delivery” NGOs**

*The Strømme* Foundation (Stromme) initiated their South American engagement in 1994 in Bolivia. Today it is also engaged in Peru. It has expanded their activities in both countries and has a regional office located in Lima. Stromme cooperates with Alalay in Bolivia. Alalay offers children living in the streets of La Paz alternative accommodation and education. They have eight houses designed to take care of the children at different stages in the rehabilitation process. The rehabilitation process is based on a therapeutic model in which individual choice, Christian values, education, teaching of vocational skills, focus on cultural roots, family, socialisation and playing are important elements. The project has expanded into an integrated village project in a village near La Paz. After spending time in La Paz, children are transferred to the village where they attend the public school or the technical college. The integrated village project also consists of literacy training for women, training in human rights and agricultural training. The integrated village project is a purely social commitment activity without any deeper political involvement.

*DNM’s* (Norwegian Federation for Mission, NmiD member) project in Colombia deals with rehabilitation of drug and alcohol addicts through an institution created by DNM. DNM plans to transfer ownership to the Colombian partner whereas DNM will initiate cooperation with other actors in the field of prevention of drug and alcohol addiction.

<sup>8</sup> E.g. the NPA coordinator for Latin America defines NPA as ‘secular solidarity-based’ rather than as ‘labour movement-based’.

*NLM* (Norwegian Lutheran Mission, NmiD member) has two schools projects localised in Bolivia and Peru. The Bolivian school is located in a municipality in Cochabamba. NLM has upgraded the school building and thereby filled a gap in the formal school system. NLM still runs the school which has a higher quality infrastructure than the neighbouring public school. Parents of the pupils attending the school pay a fee, though it is nominal.

*PYM* (The Pentecostal Foreign Mission, NmiD member) runs a school project and a textbook project in Paraguay. PYM supports the construction of schools which are subsequently transferred to the local community. Grants are given to indigenous students for Paraguayan teacher training. The project also funds the production of textbooks written in the local mother language Guaraní. The textbooks are used in the schools constructed by PYM.

### **2.2.2 “Mobilisation-oriented service delivery” NGOs**

*NMA* (The Norwegian Mission Alliance, NmiD member) began work in Bolivia in 1979. Today the organisation is engaged in Bolivia and Ecuador. Initially founded by NMA, the Bolivian partner MANB is now an independent organisation. Their thematic priorities are micro-credit and integrated development projects. The Bolivian programme also includes a “football across boundaries” and a HIV/AIDS project. The integrated projects constitute the major part of the programme portfolio. In Ecuador NMA has concentrated its integrated projects to the slum of Guayaquil, while also supporting integrated projects in three different municipalities in the La Paz province in Bolivia. The Bolivian projects are part of the cooperation between the Norwegian Mission Alliance of Bolivia (MANB), which is an NMA partner, the municipality, and local organisations. The types of local organisations vary from case to case (peasant organisations, neighbourhood unions, schools, etc.). MANB plays a facilitator role between the municipality and the local organisations. The project types comprise a mixture of service provision at the municipality level and organisational learning by individuals in order to make it easier for them to submit claims and proposals within the municipality system. MANB trains local organisations in the planning and implementation of local development projects. The MANB Institute for Development plays a vital role in the formulation and implementation of the integrated projects. The integrated projects serve to mobilise the local communities into a partnership with the local government. The integrated projects also strengthen local partner organisations.

*NCA* (Norwegian Church Aid) began operating in Latin America in the late 1970s, incl. Peru and Brazil in South America. NCA has decided to phase-out its programmes in Peru, while expanding in Brazil, with the employment of a full-time local consultant since 2005. NCA focuses on (i) protection from natural disasters and complex emergencies; (ii) HIV/AIDS prevention, communities for safe water and sanitation; (iii) indigenous population rights and support, protection from violence and security; and (iv) civil society for accountable governance. The strategy is to support partner organisations that demonstrate an ability to make a positive difference in the lives of vulnerable and marginalised groups and to identify, facilitate and strengthen network alliances that will help to reinforce advocacy efforts.

NCA has entered into relationships of mutual support and respect with some of Brazil’s most influential organisations for “economic, social and cultural rights of the poor and vulnerable”, such as the Institute for Socio-economic Studies (INESC), Ação Educativa (AE) and Movement of the Landless (MST). These organisations offer services to their target groups in ways that promote social mobilisation and put pressure on the government to provide basic services to the right bearers. The services include regular policy studies and monitoring of public budgeting (INESC), cultural activities among youth in the urban ‘peripheries’ (AE, Diaconía, Viva Rio) or black community ‘quilombos’ (Institute for Social and Environmental Rights, FASE), and adult and political education (MST, AE). NCA has also provided institutional support through long-term core funding to some of their partners, contributing to the strengthening of organisations such as INESC and ISA.

During the seventies and eighties SAIH (Norwegian Students’ and Academics’ International Assistance Fund) had several small projects in the region, but presently the organisation only works in Bolivia. The projects reflect the slogan of SAIH; “education for liberation”, and activities in Bolivia are supporting UACs (Unidades Académicas Campesinas) – a programme to support higher education for indigenous youth from the countryside through the provision of scholarships to attend special university units, and by covering the current expenditures of

these units. The units are located in four different places in the La Paz district. The programme was established by the Catholic Archbishop who is the director of the UACs, and the Bolivian Catholic University is responsible for the educational content.

Indigenous peoples have been excluded economically, politically and culturally from the higher education system. The UACs are technical institutions of higher education, focused on skills that can be used in rural indigenous areas. The teaching is bilingual, respecting the mother language of the indigenous people. The purpose of the project is to include this group in the higher education system, with the aim of empowering a discriminated group of people and hence strengthening the civil society.

*NRC* (Norwegian Refugee Council) has been engaged in Colombia since 1996. While the organisation's activity was part of a consortium the first ten years, NRC now operates two programmes: Information, Counselling and Legal Assistance (ICLA), and Education. The organisation has a regional headquarter in Bogota as well as three field offices. The ICLA programme consists of several activities. An important part is to get internally displaced people (IDP) registered. NRC provides training to the municipal administration in how to register IDPs, and inform the IDPs about the importance of registering. With direct legal assistance NRC facilitates IDP access to housing, land and property rights.

NRC operates with a wide range of partners including state and regional universities, the Catholic Church, NGOs, national research centres, local IDP groups, ministries and national commissions. This programme encompasses service delivery, education, judicial support, and capacity-building. Moreover, NRC facilitates collaboration between civil society organisations and governmental institutions.

*RFN* (Rainforest Foundation Norway) initiated its South American engagement upon the organisation's establishment in 1989. Presently RFN is engaged in Brazil and Peru with a strategy to support local environmental and indigenous peoples' organisations. The 2003-2007 strategy defines three thematic focal areas (i) sustainable use of the natural resources of the rainforests; (ii) strengthening of rainforest peoples' rights; (iii) strengthening of the civil society (the partner organisations).

RFN combines service delivery, rights-based social mobilisation and direct support to self-organisation. RFN supports the educational system through teacher training for and with indigenous groups. Innovative work was initiated in partnership with ISA in Xingu and Upper Rio Negro, with the Committee for the Rights of Indigenous Groups in Acre (CPI), with the Centre for Indigenist Work (CTI) (later called IEPÉ) in Timbera and Wajãpi, and with the Committee for the Rights of the Yanomami Indigenous People (CCPY) in the Yanomami reserves. The resulting first cohorts of indigenous teachers and students helped the mobilisation and self-organisation of the indigenous people. Associations such as the organisation FOIRN (Federation of Indigenous Organisations in Upper Rio Negro), Atix (Xingu), Indigenous Association of Acre (OPIAC), Hutukara (Yanomami), and the Council of Wajãpi Villages (APINA) in Wajapi, have been formed, and many of them have entered into third-party contracts with RFN and a Brazilian pro-indigenous NGO. The collaboration has been successful, and RFN has recently launched rainforest management programmes where indigenous groups are the main driving forces. RFN primarily cooperates with Brazilian partners, but they also have an important partner in Peru, the "Interethnic Organization for Development of the Peruvian Rainforest" (AIDSESEP). AIDSESEP is the most powerful indigenous organisation in the Peruvian part of the Amazon working for territorial rights and resource management in the Amazonian region

### **2.2.3 "Organisational capacity-building" NGOs**

NMA, NCA and RFN are not primarily 'organisational capacity-building' NGOs, but they include organisational development of partners in their rights-enhancing and mobilisation-oriented service-delivery programmes presented above. Sections 3.1 and 3.2 on Bolivia and Brazil will return to these NGOs including their organisational development activities.<sup>9</sup> Four

<sup>9</sup> SAIH is somewhat different from NMA, NCA and RFN since its main programme, the UAC, does not include organisational capacity-building. This is channelled into a women's organisation (Center for Integrated Development of the Ayamara Woman, CDIMA) and a youth organisation (Centre for Local Development Help, CEADL) localised in or near El Alto.

CSOs - FOKUS, NPA, LO and UoE, however place their primary emphasis on organisational capacity-building.

*FOKUS* (Forum for Women and Development) was formally established in 1995<sup>10</sup> as an umbrella organisation for Norwegian women's associations engaged in international solidarity work. At that time one of the member organisations, Women's Front of Norway (WFN), was engaged in Peru. In 2005 another FOKUS member organisation, Women's International League for Peace and Freedom Norway (WILPF) became engaged in Colombia.

The Colombian project of WILPF supports women's participation in the work for peace and human rights. WILPF cooperates with the Women's International League for Peace and Freedom Colombia (LIMPAL), which was established to map and reduce violence against women, working with UN Security Council Resolution 1325 is a central guideline. Both partners are members of the Women's International League for Peace and Freedom. A considerable part of the project involves workshops directed towards women leaders and local inhabitants.

In Peru WFN cooperates with the Centre for Documentation of Female Matters (CENDOC). This can also be characterised as an organisational capacity-building project. CENDOC is forming a national network of documentation centres and a database to facilitate the gathering and distribution of information about violence against women and of action to be taken. An important part of the project is a radio programme for dissemination of the information and for mobilising the listeners. The central objective of the project is information about violence in order to influence opinions.

*NPA* (Norwegian People's Aid) has been engaged in South America since the 1970s, but initiated its formal projects in Bolivia in 1983. The organisation operates two regional programmes; the Indigenous Rights Programme and the Democratization Programme. The objective of the Indigenous Rights Programme is to strengthen indigenous organisations' ability to participate and promote democracy (annual report 2005). The objective of the democracy programme is to enable social organisations to participate in regional networks and North-South alliances that might influence international politics. NPA continuously considers the commitment of the partner organisations, and the extent to which their partners have power to influence the political situation. NPA cooperates with a range of civil society organisations (CSOs) and NGOs in the region. The partner organisations comprise mostly peasant, worker, or indigenous organisations that have a grass-roots or professional character. NPA's main activity in South America is in Ecuador, where it also has an office. The organisation has a large number of partners in Ecuador, and also cooperates with the peasant union in Bolivia, the Bolivian federation of peasant workers (CSUTCB), and conduct seminars and workshops, and encourage political discussions and development. A considerable share of the support is also channelled in the form of organisational investment, i.e. office equipment. NPA is also engaged in Colombia and Chile. Building alliances and networks among their different partners is emphasised.

*LO* (Norwegian Federation of Trade Unions), initiated their first international solidarity project in Chile in the 1970s. Since then LO has continuously managed projects in the region. LO cooperates with its sister organisations in Colombia and Peru. The Colombian project is coordinated with national federations of trade unions of Finland, Sweden and the Netherlands, while the Peruvian project is coordinated with the national federation of trade unions in Spain and the Netherlands. The project involves both internal and external capacity-building, and includes work on internal democracy, decision-making and the structure of the organisation; but also the organisation's power to influence and the organisations' position in the international context.

The cooperation between the Confederation of Trade Unions in Colombia (CUT) and LO consists of three parts, firstly to organise these member organisations into federations of trade unions; and secondly to recruit more people to the unions. Today only five percent of the population is organised. The youth organisation of LO and the youth organisation of CUT play important roles in this part of the project. The third part of the cooperation is concerned

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<sup>10</sup> FOKUS was first established in 1989 in connection with a Telethon (of the Norwegian Broadcasting Company, NRK) for support to women's organisations in the South.

with the violation of labour rights. LO works through international and national lobbies to support the rights-based struggle.

LO also supports the internal democratisation of decision making processes in the Peruvian confederation CGTP through the organisation of democratic debates at both leadership and grass-roots levels. The unemployment rate amongst youth in Peru is high. In collaboration with the Ministry of Labour, LO and CGTP are creating jobs for youths.

*UoE* (Union of Education Norway) initiated their South American engagement in Peru in 1986, and then in Paraguay a few years later. UoE cooperates with their sister organisations in Peru and Paraguay, the Peruvian Trade Union of Workers of the Education Sector (SUTEP) and the Paraguayan Trade Union of Workers of the Education Sector (OTEP). Education International, of which all the partners are members, coordinates the projects. Both these relationships consist of an administrative and political part. The administrative support is mostly used in organising regional meetings and SUTEP has also developed its own Internet site.

The other part of the project entails political training based on reciprocal learning. The partners exchange experiences, for example, concerning education policy, such as how they experience privatisation of the education sector. The cooperation with OTEP includes training leaders at all levels with special emphasis on female leaders, assemblies, and organising demonstrations *for* free education for all and *against* privatisation of the education sector. The privatisation process has developed faster in South America than it has in Norway, so experiences are also transferred from the partners to the UoE.

### 2.3 Concluding remarks

*Significant reduction of funding to South America.* In 2003, NOK 100 million from Norad's funding mechanism was channelled to South America. When subtracting the direct support to indigenous peoples, Norad funding of development cooperation through Norwegian NGOs in 2006 amounted to approximately NOK 69 million, in other words a 31 per cent decrease since 2003.

*Small budgets.* As seen in table 2.2, very few NGOs operate with budgets larger than 1 million USD a year (around 6 million NOK) in any country. Assuming that it is difficult to operate with a professional staff and accumulate a critical amount of experiences with an annual budget of less than 1 million USD, this might be a point of concern.

*Little cross border exchange of experiences.* Only one Norwegian NGO, the Norwegian Mission Alliance (NMA), has a high level of funding (budgets larger than 1 USD a year) in more than one country. Only one NGO, the NPA, operates in more than two countries. Three NGOs (NRC, SAIH and Stromme) operate only in one country. This means that the potential for exchanging experiences, or for providing learning arenas, among countries across the continent may not be sufficiently utilised.

*Faith-based organisations dominate.* "Norwegian missions in Development" (NmiD) receive approximately 47 % of Norad's funding to South America. NmiD is an umbrella NGO for several mission organisations including the Norwegian Mission Alliance (NMA), the Norwegian Lutheran Mission (NLM), the Norwegian Federation for Mission (DNM) and the Pentecostal Mission (PYM). Norwegian Church Aid (NCA) channels 4 % and Stromme Foundation 3 % of the Norad funding to South America. The team did not find any explanation why secular solidarity and labour based segments of civil society, given their strength both in Norway and in South America, have not been more active in South America.

*Most of the Norwegian NGOs combine rights-based 'mobilisation-oriented service delivery' with 'organisational capacity-building'* (NMA, NCA, SAIH, NRC and RFN). The more solidarity-oriented NGOs (FOKUS, NPA, LO and UoE) concentrate on organisational capacity-building. Still, these two groups of NGOs have in common that their activities are part of a rights-based strategy to strengthen popular mobilisation for political-social changes.

## 3 Development Cooperation in South America

### 3.1 Cooperation in Bolivia

#### 3.1.1 The political-social context

Bolivia is one of the poorest nations in South America (UNDP, 2006)<sup>11</sup> traditionally run by a small white ('ladino') elite who excludes the indigenous majority of the population both politically and socially. However, the indigenous majority, through their civil society organisations mobilised in the election to support their "own" presidential candidate Evo Morales. The expressed intention is to transform Bolivia into a more egalitarian society with socialist features.

This change came as a result of an activist approach through demonstrations and protests, however the organisations are not well-organised and coordinated, but have the character of a broad social movement not based on formal membership, as people are considered to become "members" through their participation in activities. The result is a wide range of organisations, of a grass-roots as well as a professional character. Seminars and demonstrations are often joint activities or arrangements involving professional NGOs, grass-roots organisations and the trade unions.

CSUTCB and 'Bartolina Sisa'<sup>12</sup> are among the major social movements in Bolivia with local, regional and national sections. These include women's, indigenous peoples' and peasants' organisations that sometimes compete and sometimes cooperate. One specific type comprises the neighbourhood unions in both rural and urban areas.<sup>13</sup> Even though the national confederation of trade unions seems to have lost its powerful position,<sup>14</sup> the regional trade unions remain strong when they are cooperating with other social organisations, as they do in the suburbs of La Paz, El Alto.

The result is that civil society often sets the political agenda, and some of the organisations are also involved in the planning and implementation of national as well as local politics. Many of the organisations' leaders also take part in organised political life. There are members of the women's organisation 'Bartolina Sisa' represented in the government and in parliament.

#### 3.1.2 Norwegian NGOs' engagement in Bolivia

The Norwegian NGOs have traditionally been engaged in service delivery, but today some are more mobilisation and advocacy oriented, as previously discussed.

The faith-based organisations – NLM, NMA, PYM and Stromme – are the dominant Norwegian CSOs in Bolivia, as table 3.1 illustrates. SAIH and NPA are secular organisations.

*Table 3.1 The Norwegian NGOs and their local partners in Bolivia with Norad funded projects. Figures from 2006.*

NGO	Local partners	Sub-partners	Project	Mill. NOK
NLM	ICEL		School Project, Cochabamba	1,5
NLM			Rural Dev. Program of Tinguipaya	1,0
NLM	Min. of Health		Family oriented agriculture	0,1

11 The population size of Bolivia is about 9 million. Bolivia ranks as 115 out of 170 countries on the human development index of UNDP. Life expectancy at birth is 64,4 years, adult literacy rate is 86,7% and the GDP per capita is 2,720 US dollars. 23 % of the population earns less than 1 US dollar a day and 42 % less than 2 US dollars a day, i.e. nearly half of the population is actually living in poverty (UNDP, 2006. [http://hdr.undp.org/hdr2006/statistics/countries/data\\_sheets/cty\\_ds\\_BOL.html](http://hdr.undp.org/hdr2006/statistics/countries/data_sheets/cty_ds_BOL.html))

12 Confederación Sindical Unica de Trabajadores Campesinos de Bolivia. "Bolivian confederation of peasant workers. 'Bartolina Sisa' is the largest women's organisation in Bolivia. They are members of the umbrella organisation 'Nina'.

13 FEJUVE, the federation of neighbourhood unions in El Alto, can even be characterised as a social movement.

14 The trade union movement, especially the miners, had a strong position prior to the privatisation decade of the 1990s.

NGO	Local partners	Sub-partners	Project	Mill. NOK
NMA	MANB	Municipality, local org.	El Alto Norte	3,1
NMA	MANB	Municipality, local org.	Regional development, Alcoche	2,8
NMA	MANB	Municipality, local org.	Pilot Project of Integrated Rural Dev.	2,7
NMA	MANB	Muni, neighbour com, Mission	Soccer Crosses Frontiers - sports hall	1,1
NMA	Uni. S.F. Xavier		Communication for development	0,9
NMA	MANB	Municipality and Ministries	HIV/AIDS, El Alto town	0,6
NMA	MANB		Institute for development	0,4
NPA	'Bartolina Sisa'		Org. Development	0,2
NPA	CSUTCB		Org. Development	0,2
NPA	'Nina'		Org. Development	0,2
PYM	As. del Valle Alto		Primary School in Rodeo, Valle Alto	0,9
PYM			Improvement of the "Venjanmin" school	0,3
SAIH	UAC	UAC - Tiuhanacu	The Indigenous Agricultural University	0,9
SAIH	CEADL		Youth Education Program	0,9
SAIH	CDIMA		Training of Aymara women and youth	0,9
SAIH	UAC	UAC - Pucarani	The Indigenous Nursing University	0,9
SAIH	UAC	UAC - Batallas	The Indigenous Veterinarian University	0,7
SAIH	UAC	UAC - ESCOMA	Indigenous University Teachers Education	0,6
	ALALAY		Education in Bolivia	2,2
<b>Total</b>				<b>23,0</b>

The faith-based organisations started their activities several decades ago. The missionary objective has been important as all are protestant organisations in this overwhelmingly Catholic country, but their development activities do not necessarily reflect this aim. NMA in particular, which is the most important actor, emphasises the perspective that good deeds are the best way of being good Christians rather than spreading the gospel itself. The three Norwegian missionaries present in Bolivia for NMA work independently of the MANB projects, indicating that there is not necessarily any direct religious aspect in the MANB projects. Stromme initiated its South American engagement in Bolivia in 1994, choosing the small organisation of Alalay that offers children who live in the streets of La Paz alternative accommodation and education.

SAIH has provided support to projects in the region since the 1970ies, related to education, but they also emphasise the political aspect of this activity. SAIH has currently three different types of projects in Bolivia. In addition to its support for to indigenous higher education (the UACs, see below), SAIH supports a women's organisation and a youth organisation, localised in or near El Alto: CDIMA<sup>15</sup> and CEADL.<sup>16</sup> Their interventions aim to contribute to political and social changes in Bolivia.

NPA has worked in Bolivia from 1983 to 1993 and renewed its involvement in 2005. NPA deliberately selected as partners influential organisations that subsequently supported Morales in the presidential election. Starting in 2005 with a modest budget for Bolivia (approximately 300 000 NOK), NPA more than tripled its budget for 2006 and followed up with a further increase for 2007.

Stromme initially funded an urban project, but has now also initiated some activities in rural areas. SAIH targets indigenous rural people, but most of the activities are in urban areas. Also NMA covers both urban and rural areas, while NLM and PYM are most active in the rural

15 The Center for Integrated Development of the Ayamara Woman (CDIMA) works with capacity-building of women in the countryside. In practice this means (i) training female leaders by organising workshops; (ii) communication, i.e. production of local radio programmes; (iii) legal counselling for women; and (iv) economic initiatives, i.e. courses in handicraft production. The organisation has approximately 20 full-time employees, but a lot of the work is voluntary.

16 The Centre for Local Development Help (CEADL) deals with the organisation and political mobilisation of youth. CEADL is both a centre for Alteen youth and an actor which arranges courses and activities for various local organisations. The centre is a place where youth can obtain cultural input, advice and help of different kinds. A central theme in the activities of CEADL is information about HIV/AIDS. CEADL functions as a coordinator between different youth organisations in Bolivia. This year they assembled youth organisations to participate in the debate on the new constitution.

areas. NPA stands out as the organisation with both regional and national engagements, as their partners are national organisations that cover all regions of the country.

### **3.1.3 The local partner organisations**

The local partner organisations have different histories and backgrounds that often reflect the strategy of their Norwegian partner organisations. Previously NMA organised its entire activity itself. However, MANB is now organisationally independent, even though it is still 100 percent financed by NMA, which has one expatriate employee in the central La Paz office to follow up the ongoing work of the core partner.

MANB's main approach is to cooperate with municipalities and other local organisations as part of the "municipalismo" system and to "facilitate" the communication and cooperation between such agents. The chosen projects are designed more in accordance with stated local needs, and the results become a mixture of projects in each geographical unit, the so-called Integrated Projects (IP). MANB considers general organisational capacity as its main contribution, and involves other organisations when more specific technical know-how is needed.

The Team visited three separate projects in addition to the interviews with the central MANB office. The "Development Institute" provides local leadership courses to empower people in the communities to take part in the participatory planning process at the municipal level, and the municipalities pay 50 per cent of the course fee. The intention of the "Football across boundaries" project is to organise football schools for youngsters in El Alto, where the municipality's aim is to create a professional team for this "pueblo joven" to compete at the national level. The "HIV/AIDS" project informs school children about the epidemic and also provides support to HIV-infected people.

The results of the projects are in compliance with the plans and intentions. The integration of the project activities in municipalities is believed to secure the sustainability of the activities. An example was given from an Integrated Project in a poor rural area that was terminated after 20 years of involvement. Shortly afterwards, activity decreased considerably, but new initiatives emanated from the locals again after two or three years when they realised that MANB would not come back to help them. MANB considers this a good example of how their way of empowering the people works when they withdraw. MANB is a rather large organisation with 68 full-time employees and it has considerable resources for overall planning. MANB uses evaluations actively to redirect their projects when needed. The Integrated Projects have recently been evaluated twice: first in one of NMA's regular evaluations, later on by a Norad evaluation of indigenous-related projects in the Norad portfolio.

SAIH's main collaboration partner is the UACs, farming-related educational units in five rural villages in the highlands. They are owned by the Catholic Church. The Bolivian Catholic University called "San Pablo" in La Paz is responsible for the practical education. These colleges have educated poor indigenous youth with a mix of academic and practical teaching for over 20 years which has been useful for the individual development of the students, but the units are detached from the political indigenous movement of the country today. The UACs are *de facto* financed nearly 100% by Norwegian funds with the exception of one unit, leaving them rather vulnerable if SAIH withdraws. Their response strategy is to improve their academic standard(s) to be able to sign international university cooperation agreements to obtain financial support from other sources.

The Strømme Foundation's only partner in Bolivia is Alalay, an organisation established in 1989. Alalay responds to an important social need, as there is no real governmental safety net for weak, marginalised groups in Bolivia. The organisation is able to raise some funds locally, but it is *de facto* dependent on their Norwegian counterpart.

The success rate of Alalay is high in a Latin American context, as only 10-20 percent of the children that are included in the project activities later return to the street. Each year approximately 400 children stay in one of their houses and another 800 children are attended to in the streets. The organisation also has an educational programme at its own technical college where about 40 street children graduate each year when they are approximately 18 years old, and expected to become independent of Alalay. Alalay perceives the technical college programme as particularly successful because the students have been able to find

decent jobs upon graduation, and now companies are showing interest in students who have completed this sought-after technical education.

NPA began activities in Bolivia in 1983, but later pulled out. They have now returned to cooperate with the main NGOs that mobilised for the election of president Morales' new government. CSUTCB, 'Bartolina Sisa' and 'Nina' each receive funding to strengthen their organisations in general, both through the supply of office equipment and by conducting seminars. The two former NGOs are grass-roots movements that lack outside financing and are mostly run by volunteers. These NGOs try to influence the politics of the country. The current process in the constitutional assembly located in the city of Sucre is the main arena today, and they are now represented with their own office in Sucre. Their sustainability is thus actually not dependent on financial support, but rather on their ability to be politically relevant for the population of this country. Finally, 'Nina' is a professional umbrella organisation for many different NGOs involved in policy analysis and advocacy work – it receives considerable financial support from other donors as well.

### **3.1.4 The Norwegian-Bolivian partnerships**

The Bolivian NGOs appreciate their Norwegian partner organisations' "hands-off" approach, which gives them the opportunity to implement the project themselves, based only on an initial agreement regarding the content. In particular this contrasts with the North American NGOs that demand detailed reports and interfere in the practical work. However, this non-interference policy also implies that less knowledge is transferred in both directions, which again reduces the possibility of transferring the experiences to other parts of the world. While the line between being an active supporter for local initiatives and forcing solutions upon the partners is rather thin, in some cases the Norwegian role is reduced to "annual visits by representatives with dictionary in hand" as one informant stated. Obligatory annual reports are sent to Oslo without prior dialogue and professional feedback.

Other NGOs administer projects in Bolivia from regional offices where Norwegian or regional employees visit the country several times a year to discuss the progress. NMA is the only organisation with a permanent Norwegian representative in Bolivia. Norwegian NGOs seem to limit their interest in the financial affairs of their counterparts to the projects they themselves are financing. It is normally necessary to see the annual accounts for the whole organisation in order to actually control whether the money is well spent and to determine whether irregularities have occurred.

Some of the organisations are aware of the procedures the Norwegian NGOs have to perform to obtain funding from Norad. According to one leader "there is no need to develop projects that are not accepted". The organisations have noticed that there is a new centre-left government in Norway, and some even knew this would imply more funds for this continent, especially for Bolivia.

The concept of "sustainability" of local NGO projects is challenging in Bolivia. It is a very poor country, with more needs than both the state and private donations could possibly satisfy; and there is no tradition for private donations. Service delivery projects are not likely to continue if the Norwegians pull out. Hence some organisations chose the strategy of cooperating with public authorities such as the municipalities, hoping that these would carry the project financially in the future. On the one hand it is a sensible strategy to make public authorities responsible for social service delivery. On the other hand, a long-term 'public-private partnership' may have two implications. First, one might end up "taking the 'N' out of NGO" for these projects, due to the close links with public authorities. Second, the public authorities may transfer funds from other good causes and, in the worst case, reduce the net benefit for the society at large. The generous terms of the Norwegian organisations can also reduce the sustainability of the projects as partners are not seeking funding from other donors due to the detailed control that these require.

The more politically oriented Norwegian NGOs do not use their position to transfer Norwegian values and solutions for the organisation of the society, but rather prefer to support local ideas and perceptions.

Assistance in the formulation of project proposals seems to be the most important “value added” by the Norwegian NGOs in the cooperation with their Bolivian counterparts as it secures future financing, but they also represent a source of contacts in other countries. However, this most often involves financing attendance by NGO employees to conferences rather than pro-active networking in order to achieve fruitful South-South connections.

### 3.1.5 Relevant evaluations and reviews

1) *External thematic evaluation of NmiD's Integrated Projects (IPs).*<sup>17</sup> The evaluation included NMA's and NLM's projects in Bolivia. Most of the projects had the improvement of living conditions for the target population as the overall goal, with specific objectives of improving social services and increase incomes, most often based on agricultural production. The evaluation concluded that NmiD's member organisations carried out integrated projects that were very relevant and managed to benefit the target population. The main shortcoming and challenge for the Norwegian organisations concerned the role of the local partner. In many cases the local partner did not have the capacity to undertake complex development programmes, lacked a strategy for IPs, and there were few mechanisms to sustain project activities and achievements (e.g. through binding agreements with partners for involvement, follow up and take over of project activities). Thus, selecting professional partners, building their organisational capacities and involving the target population through participatory methodologies are key issues.<sup>18</sup> However, NMAs IP projects in Bolivia were positive exceptions. MANB has been found to have the necessary skills and a development philosophy well adapted to an integrated approach of the kind used in the project. The projects visited demonstrated an ability to implement the project effectively and contribute to the achievement of its goals. These findings were verified by a Norad visit the following year to one of the NMA IP projects,<sup>19</sup> as well as by an external evaluation of yet another Integrated Project.<sup>20</sup>

2) *External institutional review of SAIH.*<sup>21</sup> Bolivia was one of two countries selected for sub-studies on projects. The management capacity of the Bolivian partners were found to be good. However, SAIH has not followed up on agreements to organise courses and dialogue on organisational development. Exchange visits needed to be improved, although South-South visits were preferred by the partners for linguistic and cultural reasons. Although its concept and practice of ‘liberating education’ sets SAIH apart from other donors, the partners reported they could survive without SAIH's professional services, but not without its donations. In that sense the partner organisations were not sustainable, the review argued.

3) *Report on NPA's involvement in Bolivia.*<sup>22</sup> A NPA planning mission in June 2007, provided a detailed analysis of the situation and of results and lessons learnt from NPAs involvement since 2005. These activities were described by a similar planning mission in 2004.<sup>23</sup> The 2007 report built on a study made by a Bolivian analyst for NPA.<sup>24</sup> The 2007 report stated that “the strategic objectives of the [Bolivian] democratic and cultural revolution (...) is compatible with NPA's vision.” It recommended that CSUTCB as well as ‘Bartolina Sisa’ continue to be the strategic partner organisations for NPA, given their key role in the revolution. The support should continue to be rendered also to their sub-national (‘departmental’) member organisations, although ‘geographical dispersion’ of NPA support should be avoided. The

17 NmiD, 2005, “Thematic Evaluation of BN's Integrated Projects.” Scanteam (Anne Mossige, Erik Whist). Oslo, January 14, 2005. Two NMA projects are included in this evaluation, in Bolivia Integrated Development Inter-Andean Valleys and Regional Development Alcoche, carried out by MANB.

18 NLM phased out its IP projects in 2006 and has no intentions to initiate new ones. It, will in the future cooperate with local churches they have worked with and support projects initiated and administered by them.

19 “Report from a project visit to the Integrated Development project, Inter Andean Valleys, Bolivia (PDIV), implemented by NMA in collaboration with MANB”. Oslo, April 28th, 2006.

20 MANB, 2006, “Mid-Term Evaluation: Diaconal Plan For Regional Development II (PDDR-II). Final Report. Managua, November 2006.

21 SAIH, 2004, “Review of SAIH. Preparing SAIH for the future”. Scanteam. Oslo, February 2004.

22 NPA, 2007a, “Misión de planificación sobre el programa de APN en Bolivia 2008- 2011. Informe Final.” June 2007, written by three NPA managers, of whom two co-authored the 2004 report. The 2007 report is subject to further ‘work and consultation’.

23 NPA, 2004, “Norwegian People's Aid Planning Mission for the Extended South American Programme in the Andes Region - 8th to 30th of October 2004”. Written by three Latin-America based NPA managers, it included the proposal for the inclusion of Bolivia into the programme. The report contained a country analysis of 2 ½ pages with mapping of the new the *campesino* and indigenous social movement of the highlands. It noted that NPA had been asked by a few organisations to centre on support for training, dissemination, and political advocacy. The report recommended such support to CSUTCB, the ‘Bartolina Sisa’ federation of *campesina* women, the Federation of Irrigation Farmers, CONAMAQ, and the MST in Bolivia. Organisational development, formulation of proposals for public policies and defence of indigenous rights were considered to be most relevant issues for the partnerships.

24 NPA, 2006, “Radiografía analítica de los movimientos sociales indígenas y campesinos andinos en la Bolivia constituyente”, by Esteban Ticona Alejo. It analyses the indigenous and campesino social movements taking part in the Constituent Assembly convened that year. It identifies the organisations that play a more important role than others due to their extent of popular support, organisational strength and cognitive capacity to formulate proposals to the constituent assembly. It also presents suggestions as to what role can be played by solidarity organisations like NPA, e.g. ensuring that economic support is managed by the executive bodies of recipient organisations and not by a few leaders. It points out that there is a danger that that 22 programmes will be weakly implemented due to the priority given to short-term political mobilisation in the current situation.

support should thus be concentrated to Cochabamba and Santa Cruz. In addition, the report pointed to the absence of spaces for dialogue and networking across 'distinct social sectors' and between 'highland and lowland (or Western and Eastern) organisations'. Echoing one of the conclusions of NPA's self-evaluation from November 2006,<sup>25</sup> the report suggested that NPA should support initiatives of interchange and debate without being a 'protagonist'. As to the relations between the governing party (MAS) and social organisations, one should understand the particular role of the latter in the current Bolivian processes. Hence, the report recommended to provide incentives to processes that strengthen the capacity of 'social control' (e.g. controlling the government) and the autonomy of the organisations. The report concluded that NPA should obtain a permanent representation in Bolivia and that there should be a proper program for Bolivia in NPA's 2008-2011 plan.

## 3.2 Cooperation in Brazil

### 3.2.1 The political-social context

The poorest one-fifth of Brazil's 182 million people accounts for only 2.4% of the national income. Brazil is second only to South Africa in a world ranking of income inequality. Brazil's Northeast contains the single largest concentration of rural poverty in Latin America (World Bank, 2007).<sup>26</sup> Since the European colonisation, economic wealth has been built on brutal suppression of the indigenous peoples, African slaves and rural workers. The state has a deeply authoritarian, repressive, racist and non-redistributive legacy.

Popular resistance and social movements paved the way for a thorough democratisation process after the military rule (1964-1985). Unlike other Latin-American countries that went from dictatorship to democracy, Brazil saw a state reform that made room for new social and political forces. The new constitution of 1988 is an instrument for the economic and social rights of the people, and it grants specific rights to marginalised groups, including the indigenous and Afro-Brazilian communities. The leader of the political party expressing these new social and rights-claiming forces won the presidential elections in 2002. Luis Ignácio Lula da Silva from PT (the Workers Party) received more votes (and a higher per cent) than any Brazilian president before him. For the first time a president who did not represent the elite was elected. The expectations of the poor in Brazil were very high. They were to some extent met as suggested by Lula's re-election in 2006.<sup>27</sup>

A vibrant civil society has played a key role in political-social changes in Brazil during the last 30 years (Lavalle et al, 2007). In the 1960s and 70s, the Catholic Church became a heaven for all progressive social forces. These forces became more vociferous in the 1980s, through the proliferation of social movements, e.g. the trade unions, landless environmentalist movements, that stood on their own feet. The movements shaped, and were themselves shaped by, events such as the making of the new constitution (1988) and the world summit for sustainable development (1992 in Rio de Janeiro). In the 1990s, the social movements needed to work in more 'normal' democratic ways requiring policy formulation, lobbying and state monitoring skills. A professionalisation of socio-political activism took place, best expressed in the Association of Brazilian NGOs (ABONG) "working for social justice, expansion of citizenship and democracy". ABONG has a membership of 280 NGOs and involves 20 000 employees and associates.<sup>28</sup> However, a combination of circumstances forced NGOs into bankruptcy every day: the lack of transparent public funding for NGOs, no tradition in Brazil of fee-paying individual membership, and the absence of tax incentives for citizens to support the NGOs financially. Hence, the characteristic of a surviving NGO is one that has found foreign donors and international partners.<sup>29</sup>

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25 NPA, 2007b, "Ejercicio de Reflexión de APN América Latina en 2006. Informe Final". 2007

26 <http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/LACEXT/BRAZILEXTN/>

27 Our informants claim that Lula's re-election is largely due to the expansion of child support grants to the poorest quintile (20 %) of the population. Compared to 2002, Lula gained votes in 2006 in the poor Northeast. On the other hand he lost votes in the more developed Southern regions, the historical stronghold of Lula and his Workers' Party, PT. Certain corruption scandals, involving leading office holders from PT, as well as absence of clearly redistributive measures, has disenchanted some of PT's constituencies.

28 A survey published in 2004 showed that in 2002, there were 276 000 NGOs in Brazil employing 1,5 million people. However, many of them thrive on privatisation (or 'tertiarisation') of service delivery, subsidised by public money and secured by powerful politicians in a Latin-American clientelist fashion (Lavalle et al, 2007).

29 This is of course not a particularly Brazilian phenomenon. However, since Brazil has a large and relatively liberal educated middle-class, we were struck by the fact that most of the NGOs we visited were more than 50 % financially dependent on NGOs in Europe and North America.

### 3.2.2 The Norwegian NGOs and their partner selections in Brazil

NCA and RFN have operated on a relatively stable and large scale in Brazil since the early 1990s, see table below.

Table 3.2 Total spending and Norad-funded share of spending, RFN and NCA in Brazil, 2000-2006.

	RFN		NCA	
	Total, NOK	Norad	Total, NOK	Norad
2000	11 800 352	59 %	4 867 000	36 %
2001	10 039 971	71 %	4 948 000	66 %
2002	9 836 453	75 %	5 006 000	60 %
2003	7 928 813	89 %	6 248 000	43 %
2004	9 727 700	78 %	6 040 000	36 %
2005	8 904 630	78 %	5 275 000	43 %
2006	8 776 510	62 %	9 518 000	14 %

Sources: RFN and NCA

Norad has funded between 59 % and 89 % of RFN's spending in Brazil since 2000.

NCA became involved in Brazil by its Protestant international network that was increasingly committed to social justice, while RFN entered Brazil as a result of its one clear mission: to save the rainforests. Hence, partner selections do not seem to have been the result of lengthy deliberations. NCA started up with partners they already knew through the World Lutheran Federation and who were part of ecumenical (Protestant) organisations in Brazil: Diaconía and CEDI. The former is still a core partner of NCA. The latter was transformed into four more specialised NGOs in 1994, and NCA decided to maintain close links with three of them: Koinonia (deacon-based social work), AE (educational and youth rights) and ISA (indigenous peoples' and environmental rights).

ISA became a close strategic partner also for RFN, since they shared the vision of 'socio-environmentalism', linking the issue of social rights (of indigenous peoples) with the concern for the environment (the rainforests). This combined approach was by the mid-1990s also adopted by the main pro-indigenous solidarity organisations established in the 1970s: the CTI, CPI Acre and CCPY. RFN has maintained close links with these solidarity organisations, and when a new organisation (IEPE) emerged from CTI in 2002 in order to work with other groupings within the same region/state, RFN included it in its group of partners.

NCA, however, soon approached new partners based on its strategic programme. INESC became a partner in 1995 as NCA wanted to forge a link between its grassroots-based partners and federal policy-making. INESC is a think-tank based in the federal capital Brasilia to advocate social and economic rights and to serve popular organisations and social movements with budget monitoring and other policy-relevant information. MST, the movement of the landless, became a partner in 2000. NCA, in collaboration with six other Norwegian organisations,<sup>30</sup> managed to obtain funding for the movement, considered by NCA to be the most outspoken force for socio-structural change in Brazil. Both INESC and MST are clearly secular and not faith-based entities. NCA states in its 2005-2009 programme for Brazil that "NCA's primary focus is to identify professional partners able to mobilise vulnerable groups and carry out influential advocacy initiatives with a potential for changing ancient oppressive structures and consolidating democracy".

RFN has chosen a different approach from NCA. After a strategic decision to concentrate on the Amazonas regions, they handed over their project cooperation with CTI in the South Atlantic rainforest to NCA, who had established cooperation with Afro-Brazilian communities ('quilombos') in the same region and wanted to expand its ethnic minorities portfolio.

30 The six other organisations joining NCA in "The Norwegian Co-operation Committee for MST" were: The Development Fund, the Norwegian Society for Development, Care Norway, the International Council of the Church of Norway, the Latin-America Groups of Norway, and the Norwegian Farmers' and Smallholders' Union.

Meanwhile RFN has deepened its activity by working with local indigenous associations, and in most projects has entered into tri-partite relationships, with two types of equal partners in each programme/project: one indigenous NGO (of pro-indigenous and usually 'white' people) and one (or more) indigenous association(s).

*Table 3.3 The Norwegian NGOs and their local partners in Brazil with Norad funded projects. Figures from 2006.*

Norw. NGO	Local partner	Local partner II	Project	Norad support *
NCA	MST		Land reform training	437 400
NCA	Local consultant		Brazilian consultant	330 480
NCA	AE		Core funding	**
NCA	Diaconía		Core funding	**
NCA	INESC		Core funding	291 600
NCA	ISA		Core funding	160 380
NCA	CTI		Guarani communities	145 800
RFN	ISA	ATIX	Xingu integrated programme	1 975 100
RFN	ISA		Forests and biodiversity	804 400
RFN	CCPY	HAY	Yanomami education	766 800
RFN	CTI	Wyty-Cati	Timbira capacity-building	641 500
RFN	IEPÉ	APINA	Wajápi capacity-building	633 500
RFN	ISA	ACEP; AEITU; FOIRN	Indigenous education	555 800
RFN	CPI Acre	OPIAC	Indigenous capacity-building	489 900
RFN	RCA	Several	Network & capacity-building	1 200 000
Annette's	-		Street Children <sup>31</sup>	400 000

\* Budget year 2006. All figures in NOK

\*\* Norad funding ceased in 2006.

In Brazil, the Team visited the chief executive and relevant programme coordinators of all the local partner organisations in their headquarters, in addition to the project sites of RFN-supported CCPY and HAY in the state of Roraima/Yanomami Indigenous Territory, and IEPÉ and APINA in the state of Amapá/ Wajápi Indigenous Territory.

Since 2006 NCA has supported only one local (territorially defined) project with Norad funds: the CTI Guarani indigenous project. It was not visited, however two of NCA's core partners perform most of their daily project activities in their headquarters: INESC and AE, and they were visited, in addition to Diaconia and its project in Fortaleza.

### 3.2.3 NCA partnerships and projects in Brazil

Both NCA and RFN work with the most policy and change-oriented sections of the Brazilian civil society, and most of their partners are members of ABONG.

NCA operates with multiple target groups, ranging from youth in marginal urban areas to indigenous communities, poor farmers and landless activists in rural areas. NCA offers institutional support to their partners, and this has been accomplished through non-earmarked core funding. There are two exceptions, MST and CTI, which receive project-related funding only.

MST was created in 1984 to promote the interests of landless families and to fight for land reform. It is a social movement of more than one million families living in camps, on squatted (contested) land or in (legal) resettlements. Since 2000 NCA has supported MST's land

<sup>31</sup> 'Annette's Street Children' is in our view not an NGO, strictly speaking. It is a project based on the testament of a deceased Norwegian citizen, administered by a trust fund. It will not be further dealt with in the report.

reform training programme with Norad funds. The programme has offered annual three-month leadership courses in various regions of Brazil. Six hundred MST leaders are reported to have graduated from these courses from 2000 to 2006, which means an almost 100 % completion rate. However, the programme has not been externally evaluated. The training programme is 80 % funded by NCA.

*CTT's* Guarani communities project has received support from NCA since 2006 (at the request of RFN, see above). The Guarani comprise the second largest indigenous group in Brazil. The project is located in the Vale do Ribeira region in South East Brazil, in what is left of the Atlantic Rainforest. The project includes 11 villages, with 83 families and 500 people. Due to the frequent geographic mobility of the Guarani, the project will probably benefit many more villages. The aim is to provide agricultural inputs (e.g., seeds) to traditional Guarani crops (e.g., palms, maize), and to support exchanges and meetings between Guarani political and religious leaders in the region. The project has not been externally evaluated. The project is 100 % funded by NCA.

*AE* was established in 1994, and since its inception *AE* has co-operated with NCA. It is an NGO with 43 individual statutory members. In addition it has 203 individuals and 50 companies registered as 'collaborating member companies'. Its purpose is to "promote the rights of education and youth in a Brazil without inequalities". It works with youth (culture & media centre), public secondary schools (youth-based participatory development of curriculum and educational methods) and adult education in the São Paulo region. At the national level, it heads the National Campaign for the Right to Education, which includes 200 organisations. It is involved in numerous national networks, campaigns and councils. Until 2006 *AE* received core funding from NCA. The entire NGO and its activities were externally evaluated in 2003.

*Diaconia* was established in 1967 as an ecumenical organisation for protestant churches (now totalling 11) to fight poverty. In 1984 it decided to concentrate its activities within the poor North East region of Brazil.

After another strategic shift in 1996, it has worked to serve and mobilise "the society's excluded". Its target groups are; (i) rural families in semi-arid areas; (ii) children, adolescents (aged 13-18) and youth (below the age of 30) in urban peripheries; and (iii) churches for diaconal action (particularly action against violence and HIV/AIDS).

Like *AE*, *Diaconia* received core funding from NCA until 2006, and now it is part of NCA's youth programme. In Fortaleza this programme organised a wide range of sports and cultural activities, including campaigns against human trafficking and domestic violence, in three of the six peripheral 'regions' of the city. The Team visited all activities/groups in one region (the Bom Jardim region). Almost 200 youngsters in all the youth groups were observed on that particular day. In addition, a meeting with 12 adolescents drawn from all the four types of activities was organised. They were part of a cross-section of approximately 50 young people who were involved in political mobilisation work such as organising demonstrations against human trafficking, participating in the Social Forum of the North East Brazil, and being active in the Children's Participatory Budgeting processes organised since 2006 with the city council. The youth programme seemed to be well organised with enthusiastic participation of the target group itself. *Diaconia* was subject to an external 'institutional evaluation' in 2004, covering the period from 1996.

*INESC, Instituto de Estudos Socioeconômico* (Institute for Socioeconomic Studies) was established in 1979 to help end the military rule and fight for democratisation with citizens' extended social and economic rights. Its target groups include: 1) Brazilian NGOs working for children's and youths' rights; and 2) popular organisations and social movements in general. The services *INESC* offers to these groups are policy studies and monitoring of the political authorities (e.g. the government and parliament), particularly linked to public budgets and finances. In 2003 it elaborated an 'Agenda for Brazil', and constructive engagement with the new Lula government was initiated. *INESC* participates in Brazil's delegation to the WTO negotiations. *INESC* has received core funding from NCA since 1995. It is 100 % dependent on foreign (mainly European) funding, and NCA provides about 3 % of the budget. *INESC*

was externally evaluated in 2003 (commissioned by European NGOs including NCA) and again in 2004.

*The cooperation with NCA as seen by its Brazilian partners.*

Although NCA provides relatively small amounts of support compared to other foreign partners, its support is both "no strings attached" and stable and long-term. As such NCA's support is much appreciated by its partners. NCA is not much involved in hands-on service delivery, at least not in the Norad-funded part of its Brazil portfolio. Thus, its value-added is not connected with technical day-to-day operations. Rather, the partners emphasise that NCA is a strategic dialogue partner. One example stands out: the relationship with Diaconia. At a critical moment in Diaconia's history, NCA followed its partner closely during a radical organisational and strategic restructuring process. NCA co-funded an external evaluation and consultants. The new organisational structure became more open and participatory, and a new strategy was geared towards influencing public policies to attack the causes of poverty.<sup>32</sup>

Another aspect much appreciated by NCA's partners, is the international networks offered by the Norwegian NGO. The networks allow for exchange of people (longer visits abroad), of experiences and of innovative technologies (e.g. water supplies in semi-arid regions), and of solidarity in concrete struggles. NCA invited partners - ISA, INESC and Diaconia - to participate in the "Rio + 10" world summit in Johannesburg.

NCA itself emphasises the role of PAD, Process of Articulation and Network. PAD has existed for 10 years and now consists of six European ecumenical agencies and 70 Brazilian organisations. It is combining churches, NGOs and social movements. They formulate three-year plans to work on different themes and at different geographical levels. This process can serve as a reference project for other countries, according to NCA.

### **3.2.4 RFN partnerships and projects in Brazil**

RFN has relatively coherent target groups – indigenous peoples living in demarcated territories in the Amazonian rainforests. RFN also prefers to focus on a limited number of interlinked themes and sectors, notably indigenous teacher training, capacity-building in indigenous natural resource management (forestry and fishery), organisational strengthening of indigenous associations, and policy/advocacy work.

ISA was established in 1994 to "propose integrated solutions of social and environmental problems" and is one of Brazil's most dynamic NGOs, linking the work for disadvantaged groups (indigenous, blacks, urban poor) and the environment. The 1992 Rio Summit fomented the Brazilian environmentalists significantly. It impelled the regrouping of the Indigenous Programme of CEDI, the 'Indigenist Nucleos' (NDI) and environmental movements mainly based in São Paulo. ISA has 38 individual statutory members. It focuses on the protection of collective socio-environmental rights; monitoring and proposing public policy alternatives; research, dissemination and documentation of socio-environmental information (e.g. production of maps); development of participatory models of socio-environmental sustainability; and institutional strengthening of local partners. ISA operates throughout Brazil, but mainly in the Upper Rio Negro (Amazonas), Xingu (Mato Grosso), Vale da Ribeira (São Paulo state) and in the water catchments of the São Paulo metropolitan area. Approximately 80 % of ISA's budget is funded by foreign partners. Since 1992 ISA has, through its predecessor CEDI, cooperated both with NCA and RFN. NCA has provided core-funding as well as support to the São Paulo metropolitan water programme. Nevertheless, RFN has been an even more valuable partner for ISA. An important project the recent year has been the Bio-diversity and Forestry-project (RFN 2006), to promote a joint advocacy- and lobbying work for ISA's different involvements. All programs in the RFN-ISA co-operation have been evaluated during the last four years.

CTI was established in 1979, based on a network of anthropologists, with 20 founding (statutory) members. First it fought for the establishment of indigenous territories and their demarcation. With this mission to a large extent accomplished by the mid-1990s, CTI entered a deep financial crisis. "We survived only through the support from Norway" – RFN from 1992, and FAFO/Norad since 1995 (the Indigenous Peoples Programme). CTI then began to

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<sup>32</sup> The interviewed Diaconia employees emphasised that NCA had a substantial stake in their successful organisational turn-around process.

work more professionally with teacher education and other types of strategic service delivery, and it moved its headquarters from São Paulo to Brasilia to work on broader policy issues. It heads the Forum for the Defence of Indigenous Rights (FDDI), and has a seat on the government's National Council for Indigenous Policy. At present there are 760 000 self-declared indigenous citizens in Brazil (according to the national census), of whom 450 000 live inside the indigenous territories and 310 000 outside. However, CTI estimates the true total figure to be 1.2 million indigenous citizens in Brazil. CTI now has 40 employees and operates four programmes: in Timbira, Litoral Guarani (south), Terena and Javari. "Our basic approach has been to make the indigenous people full citizens of Brazil by their access to education". The educational programmes are supplemented by efforts to enhance (i) territorial and environmental management; (ii) sustainable alternative economies; (iii) ethnic affirmation, conservation of the immaterial culture (music, art, etc.); and (iv) the capacity of indigenous communities and organisations to deal with the neighbouring society. RFN is the principal partner for this type of integrated programme in Timbira. CTI is 85 % dependent upon foreign funding. In 2005 and 2006, 17-18 % of its budget was funded by Norwegian (Norad) sources. CTI was last evaluated externally in 2003 (Scanteam, 2003). RFN found this evaluation to be of limited relevance.

*CPI Acre* was founded in 1979 to work for justice for the indigenous people (about 3 % of the population of 500 000) in the state of Acre. CPI has 25 founding members. The NGO was a pioneer in establishing an educational programme in 1983. In 1985 a process started that led to the demarcation of 35 indigenous territories. CPI works closely with the Organização dos Profesores Indigenos do Acre – OPIAC, and the Agency for Rainforests of Acre (Amaniac). Primary education, natural resource management and border management are now interlinked priority areas. CPI Acre has 20 employees. Its revenues in 2006 were approximately NOK 5 mill., of which 45-50 % came from foreign sources and 10 % from Norway (RFN). The last external evaluation was carried out in 2007, covering the last 10 years of activities.<sup>33</sup>

*CCPY* was created in 1978 by 25 individuals to defend territorial, cultural and civil rights of the Yanomami People, who were threatened by extinction.

The combination of a highway constructed through their area, and a gold rush, brought about 40 000 'garimpeiros' (gold diggers) into their rainforests in the early 1980s. They transmitted several diseases and from 1986 to 1993 an estimated 20 % of the population died. Helped by an international solidarity campaign, the Yanomami achieved to establish an 'indigenous territory' in 1992 – one of the first and definitely the largest in Brazil, measuring 96 050 km<sup>2</sup>. The population has grown steadily the last 10 years, in part thanks to a health programme initiated by CCPY in 1992. It involved vaccination campaigns, measures against malaria and training of indigenous health workers. These efforts were sponsored by the Health Ministry. In order to avoid co-optation, CCPY established 'Uhiri', an indigenous health agency in 1999. 'Uhiri' tried to count the Yanomami people in 2003. The estimate is that there are currently 16 000 Yanomamis in Brazil, plus possibly another 12 000 in Venezuela. However, CCPY claims that the health situation turned for the worse with Lula coming to power in 2003. His government made cuts in the funding of non-governmental health agencies. It issued a contract to a federal (public) university to provide health services to the Yanomami People. 'Uhiri' had to close down. However, CCPY and HAY claim that the new provider spends three times more than what 'Uhiri' did, while delivering less and poorer service. It is argued that a significant amount of money is wasted on contracts with the aeroplane cartels in the state capital (Boa Vista) to bring white health personnel into the rainforests. It would have been more cost-efficient to employ indigenous (but less educated) health workers.

CCPY started an education programme in 1996, mainly to facilitate the basic training and recruitment of indigenous health workers. The programme was supported by Unicef, and from 1998, by RFN. There was already a written Yanomami language, under development by Catholic missionaries since 1966. In 2001 a cohort from the first primary school intake was recruited for an eight-year teacher training programme. Thirty-two Yanomami students attended two training courses every year, each lasting 30-45 days. In the meantime they practised as teachers in the villages. This way, CCPY, HAY and the teacher's organisation administers 44 schools, present in all six regions of the Yanomami Territory. Twenty-four of

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<sup>33</sup> The final evaluation report was not ready at the time of finalising this study.

the schools and their teachers have now obtained state recognition. They receive salaries from the Roraima state government. Currently, the school network covers about 25 % of the population (4000 people) and has registered 516 pupils.

The Team visited the Demini village, two hours from Boa Vista by plane. The education programme of 1996 started in this village because it is closest to the state capital, and it is the home of the HAY president Davi Yanomami. The local teacher, Mr. Anselmo Yanomami, was 22 years old. The state recognised him as a qualified teacher in May 2007. His wife is a non-Yanomami indigenous, who teaches Portuguese. (Indigenous teachers are encouraged to go to other indigenous groups to force them to practise Portuguese as a lingua franca). He also had one deputy and two assistant teachers. He was very satisfied with the teacher-training courses. His pupils lined up and sang for the foreign visitor. We met 31 of the estimated 55 enrolled pupils. They were aged between six and seventeen, grouped in three cohorts or levels: (i) the 2000 cohort, about 15 pupils present, with a slight majority of boys; (ii) the 2004 cohort, 8 pupils present, a majority of girls; and (iii) the 2007 cohort, 8 pupils present, a majority of girls. The policy is to teach Yanomami as the first language, while Portuguese is in the curriculum for the third level, the oldest cohort. However, they did not speak, or dare speak, Portuguese with the visitor. There are four different Yanomami language groups, or dialects. When they master written Yanomami, they can understand each other better, the teacher said. Equally important is the mastery of Portuguese. The HAY president emphasised: “We lose our customs. What we want is not the white man’s clothes and food. What we want is his language. That is an important weapon. We also need to learn numbers, arithmetic, and mathematics”. He referred to the issue of state subsidies for school uniforms and school meals. It is absurd to distribute ‘farinha’ (flour) by plane to the villages, he maintained. Instead they wanted more money for indigenous textbooks and other school materials.

HAY – an indigenous association was founded in 2004 and had in 2007 presence in 26 of 31 regions in the territory. There are 350 Yanomami villages. HAY connects them through a VHF radio network. Two persons from each village meet every 2nd year, for the General Assembly. They have elected Mr. Davi Yanomami as their president. He has a background as a shaman/traditional healer. HAY has two employees at the Boa Vista office, next to the CCPY office. One of the two employees is a son of president Davi. The son works with cultural documentation (song & music recordings) project. HAY’s main sponsor has been Norad/the Norwegian Embassy. The association had a budget of about 350 000 NOK for 2007, but only one half of that was secured (from Norad), which worried Mr. Davi. He wanted to buy a 4 x 4 vehicle for 270 000 NOK in order to guard the secure Eastern border against ‘garimpeiro’ intruders. HAY had also supported the Yanomami teachers’ association, OPY, in sending an open letter to President Lula regarding the new Mining Prospecting Law.

CCPY has been through a difficult time the last years. Due to financial trouble, the Brasilia head office was closed in 2006. A majority of the statutory members, based outside the Roraima state, wanted to integrate CCPY into ISA. However, the younger people running the Roraima (Boa Vista) office wanted to maintain CCPY. One of them, Mr. Marco Wesley, is the new chairman of CCPY. CCPY has only four employees. Its main activity now is the educational programme, sponsored by RFN. In addition they run a natural resource management/environment programme and a cultural heritage documentation project.

*IEPÉ* was founded in 2002 in order to cooperate more closely with other actors in the region, and the Wajãpi territory is one of three sub-regions. There are only 800 Wajãpi persons in Amapã, and perhaps 900 in French Guyana. The strategic approach has been to foster teachers as the core of indigenous peoples’ own organisation. In 1996, the Wajãpi were granted an ‘indigenous territory’ of 7 000 km<sup>2</sup>, and in 1998 the government of the rather anti-indigenous Amapã state decided to recognise and fund its school programme.

The same year, in 1998, a new programme with RFN was initiated. It emphasised education not only of new cohorts of teachers, but also of health workers and researchers.

Much needs to be done in terms of gender equality, but there are improvements. Of the 19 new teacher trainees, four are women. The team was told that “the ‘veteran’ teachers, all male, fought for women to be recruited. The young teachers have power now. Of the current 10

health-worker trainees, one is a woman. Many of the elders were against this. However, they agree that in health care it is important to have women-to-women consultations”.

A visit to two villages deep into the Wajãpi territory strengthened the impression that political-cultural mobilisation and empowerment has taken place.<sup>34</sup>

Two issues have been salient for IEPÉ the last 10 years:

*1. Political capacity-building.* The key actor is APINA, the indigenous association of the Wajãpi established in 1994. It is composed of representatives from each of the 48 villages. Seven of them are 'old villages', once equipped with health posts by the government. APINA's elected leaders take turns to staff the office in Macapá. The aim is to construct political collective identity among the indigenous people, throughout the one-family based villages. In this work the younger educated people are mobilised. One or two youngsters from a village rotate and live for a while in each village, acting as 'ambassadors'. The strategy is to build upon the youth, those between 18 and 30, with 30 teachers as an organising core. Starting a junior secondary school (Ensino Médio) in 2008 is part of the plan. Furthermore, there is a programme for the training of indigenous managers (Programa Formação Gestores de Wajãpi), through which 40 leaders have attended workshops.

*2. Natural Resource Management Strengthening.* This project promotes informal training programmes on how to keep the rainforests intact. IEPÉ and APINA see two scenarios: Either strengthen the natural parks and indigenous territories, or succumb to mineral exploration. The previous state governor supported conservation; while the new governor emphasises mineral exploration. The local municipalities have been in the hands of anti-indigenists. There were violent clashes with garimpeiros in the 1970-80s, the last one in 1991.

IEPÉ's revenues in 2006 were 3,3 million NOK, with 27 % coming from Norwegian sources (RFN/Norad and the Norwegian Embassy). RFN was by far the biggest sponsor, although only 35 % of the budget was based on foreign funding. IEPÉ had 17 employees in 2007.

*The co-operation with RFN as seen by its Brazilian partners.*

The partners emphasise RFN's capabilities to transfer pioneering experiences, including indigenous education, from one region of Brazil to another. Except for ISA, which is one of the largest NGOs in Brazil with 120 employees, RFN is financially very important for its partners. When combined with support from the Norwegian Embassy – the direct support to indigenous peoples – RFN (and Norad) funds more than 50 % of the budgets of CPI Acre, CCPY and IEPÉ respectively. The partner organisations claim that this dependency has not led to subordinate relationships. On the contrary, RFN has promoted horizontal relationships and increased mutual cooperation between the Brazilian partners themselves, including between the 'white' NGOs and the indigenous peoples' associations. The first instrument in this process has been the Network for Alternative Cooperation, RCA. The second and more recent measure is the 'Amazonas Package', which aims at more intensive cooperation within regional 'corridors' and between them. That package has raised expectations of increased co-operation for forest management across national borders in Amazonas.<sup>35</sup>

### **3.2.5 Relevant evaluations and reviews**

#### **3.2.5.1 Norwegian Church Aid**

The reports briefly described below reflect that NCA has emphasised institutional support rather than project funding. The evaluations have been commissioned either jointly by NCA and like-minded European NGOs or by one of the larger donors:

*1. External institutional evaluation of Ação Educativa.*<sup>36</sup> The evaluation concluded that AE pursued its goals of defending the right to education and the rights of youth with high

<sup>34</sup> The Team was invited by IEPÉ and APINA for a four-day visit into the Terra Indígena de Wajãpi, with transport by boat on the *Amapari* river. Two villages were visited, notably *Aramira* (an 'old' village partially built by the federal authorities) and *Aruwaity* (a 'new' village, built on the Indigenous own initiative). The president of APINA, Mr. Puku, was visited in Aramira. His brother Amukaré, the vice president of APINA, accompanied us to Aruwaity along with three of his sons. Here a group interview with the men, including the village teacher, was arranged.

<sup>35</sup> The Amazonas Package is financed by the Norwegian Ministry of Foreign Affairs and is an expression of its renewed emphasis on environmental issues in international development cooperation.

<sup>36</sup> Ação Educativa, 2003, "Ação Educativa. Relatório de Avaliação Institucional." versão final, Julho de 2003, Leandro Lamas Valarelli e Liliane G. da Costa Reis. Rio de Janeiro – Brasil.

quality interventions, with well qualified staff, with ‘pioneerism’ and with responsiveness to Brazil’s political and social conjunctures. It warned against the risk of success: AE’s excellent performance might generate expectations that were larger than what AE could meet. It therefore recommended AE to continuously adjust its strategies and redirect its programmes and projects to a more well defined public.

2. *External institutional evaluation of INESC.*<sup>37</sup> The report commended INESC for impressive lobbying in the parliament on childrens & youths rights, land reform and rights of the poor family agriculturalists. The organisation has been consistent in its struggle for deepened democracy, through political representation and participation of socially excluded groups. INESC had recently emphasised the rights of Gays, Lesbians, Bisexuals and Transvestites (‘Travestis’) – the GLBT. However, although the evaluation found INESC to be very conscious about gender, this was yet to be expressed in its organisation and plans. INESC’s main weaknesses were organisational. The report claimed that INESC suffered from reflecting the ‘small’ and ‘informal’ character of most Brazilian NGOs, with strong political-philosophical loyalty to some strong and charismatic leaders. Nevertheless, by 2003 INESC had carried out a successful internal reform. It had embarked on introduction of a ‘sistema de PMA’ – a regular internal system of Planning, Monitoring and Evaluation. The evaluation recommended to start ‘mobilising national resources’ to become more politically and financially sustainable.

3. *External institutional evaluation of Diaconia.*<sup>38</sup> This evaluation reviewed the development since the radical organisational and strategic changes made in 1996. Diaconia had managed to build a new institutional identity and steadfastness. “The target population of the programs together with the local and institutional partners are unanimous in the confidence they place in Diaconia”. The report found that Diaconia had managed to reach its new goals, and that it had been a pioneer in using new planning instruments. The NGO was advised to work more on the issues of institutional-financial sustainability, team training and gender. It should also strike the balance between diaconical and other types of work, and between rural agro-ecological and urban social programmes.

4. *External evaluations of North-South partnerships, involving NCA.* NCA has taken part in some innovative network reviews of development cooperation together with like-minded NGOs in Europe and in the South. In 2003, NCA and its partnerships in Brazil were selected for a qualitative study, as part of a larger comparative study of North-South partnerships: “Fostering Autonomy or Creating Dependence?”. Although the Brazilian partners characterise NCA as a reliable and true dialog partner, they would like to see partnerships based on a shared understanding of inter-dependence. In other words, the dichotomy between autonomy and dependence should be transcended. There should be more joint campaigns on concrete issues (in Norway as well as in Brazil), and there should be a mutual influence of global strategic programmes. In 2006-7, an external evaluation of PAD’s Action Plan 2003-2006 was carried out.<sup>39</sup> The focus on economic, social, cultural and environmental rights had influenced many of the participant organisations in adopting a more rights-based approach to their work. The process was seen by the great majority as a unique space for discussing the promotion and implementation of human rights both within Brazil, as well as in an international context. There were, however, identified great difficulties linked to the structure of the network in Brazil. Some of the sub-national (regional) committees did not function well. Thus, a new organisational structure in Brazil should be elaborated, the networks’ should focus on fewer activities, and they should continue working with rights as a main focus.

### 3.2.5.2 Rainforest Foundation Norway

Among the many evaluation reports on *RFN*’s activities in Brazil, the following are highly relevant:

1. *External integrated evaluation of the FOIRN/ISA partnership in the Rio Negro Region.*<sup>40</sup>

37 European Union, 2004, “Avaliação Externa do INESC. ‘Os Novos Desafios Institucionais e Estratégicos do INESC para Fortalecer a Democracia no Brasil’”. Cecilia Iório and Domingos Armani. (Commissioned by European Union. May 2004).

38 NCA/WLF, 2004, “Diaconia – Institutional evaluation”. Evandro Cardoso and Ivandro Sales.

39 NCA/PAD, 2007, “Challenges to an Environmental, Cultural, Social and Economic Human Rights Common Political Agenda in Ecumenical International Cooperation” / “Desafios a uma agenda política comum sobre os DHESCA na cooperação internacional ecumênica”. Commissioned by PAD (the Ecumenical Network of Brazilian organisations and European Ecumenical Agencies).

40 RFN, 2004, “External integrated evaluation of projects of the FOIRN/ISA partnership in the Rio Negro Region, Brazil.” Final Report. January 2004. Authors: Eva Marion Johannessen, Co-authors: Francisco Ortiz, José Ribamar Bessa Freire, Sidnei Clemente Peres, Luciano Nunes Padrão.

After the demarcation of indigenous territories in the region in 1998, a long-term strategy was designed for formulating and establishing a Regional Program of Sustainable Indigenous Development in the Rio Negro. To achieve this objective, an intermediate stage was conceived, which involved setting up pilot projects that could provide integrated answers to questions basic to the well-being of indigenous communities located in the demarcated territories. The programme had four components:

- a. Organisational and institutional development. The evaluators considered the effectiveness of the initiatives developed in this field to be very high.
- b. Education reform and cultural affirmation. The report found it evident that the objectives proposed for the projects had been fulfilled and that the initiatives had yielded visible results.
- c. Development of sustainable economic alternatives. The initiatives developed in this field had fulfilled their objectives of improving the food quality and well-being of the communities, although modestly. They constituted a strategy for sustainable development that represented a new horizon for these communities, particularly in the Upper Rio Negro. However, the indigenous associations of the Middle and Lower Rio Negro regions had received little attention.
- d. Public policies, articulation (of networks) and integration of projects. Probably the main result achieved by the set of initiatives of the FOIRN/ISA partnership had been the consolidation of territorial rights, recognised by the Brazilian government, and homologation of the five contiguous Indigenous Territories.

The main conclusion of the evaluation was that the FOIRN/ISA partnership had a relevant impact, consonant with the needs present in the area where they were active, and which led to visible transformations. Nevertheless, the evaluation recommended that FOIRN and ISA improved their planning methods and reporting system, documenting the quantitative and qualitative results of their projects in a more systematic manner, including the elaboration of quantitative and qualitative indicators. It was found that ISA's and FOIRN's proposals and reports had not adequately revealed the wide range of results that their initiatives had achieved.

2. *External evaluation of the Alternative Cooperation Network (RCA).*<sup>41</sup> RCA was founded in 1996 as a Latin American network of partner organisations of RFN and the Development Fund (Norway). In 1997 the Brazilian section was established. RCA Brazil had in 2005 nine member organisations, of which four were indigenous (ATIX, FOIRN, OPIAC and Wyty Cate) and five non-indigenous (CCPY, CPI-AC, CTI, IEPÉ and ISA). The evaluation found the network's systematic exchange of experiences between these organisations to be a pioneering initiative. The perception of interviewees about the network was very positive, not just in relation to the relevance of the actions carried out, but more especially in terms of the valorisation of its future potential. Improvement of the management, better integration of the indigenous peoples' associations into the network, and diversification of activities were seen to be among the main challenges.

3. *External evaluation of the Bio-diversity and Forest Project.*<sup>42</sup> The evaluation found that the project activities had made real impacts on the legal frameworks for public rights-based rainforest management. It had built a unique policy-analytical and lobbying capacity within ISA, RFN's main partner. It had also extended the political space - for the civil society in general and for indigenous peoples in particular. It pointed out that the planning of goals and activities had not always been satisfactory. Although this had gradually been improved, further enhancements were required. The report also recommended to strengthen the practice of linking measures at federal and state levels to local processes and projects. Finally, the project should promote policy-related capacity-building among other Brazilian organisations.

### 3.3 Politics of coherence and coordination

While there is little coordination between the Norwegian NGOs operating in the same country or region, perhaps with the exception of NGOs being members of the same umbrella organisation like NmiD, there is extensive coordination within *national* networks by their

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41 RFN, 2005. "External Evaluation: Alternative Cooperation Network (Rede de Cooperação Alternativa – RCA)". Final Report, August 2005. By Luciano Nunes Padrão and Iara Ferraz. Supported by the Rainforest Foundation Norway.

42 RFN/ISA, 2006. "Projeto Biodiversidade & Florestas. Relatório de Avaliação Externa". 2006. By Anna Fanzeres. Commissioned by ISA and RFN.

partner organisations (applies to e.g. FOKUS, NMA, NCA and RFN). Many NGOs (e.g. NCA, RFN, SAIH and LO) emphasise also their coordination with *international* organisations/networks in which they are members. Some of the organisations have been engaged in consortium-based projects. The projects of LO are often co-funded by other European confederations of trade unions. The cooperation seems well coordinated as the different European partners fund different parts of the projects.

### **3.3.1 Coherence with Norwegian government policies**

We did not find any Norwegian NGOs that did not comply with the Norwegian guidelines for civil society funds.<sup>43</sup> However, some of the organisations have definite and opposing opinions about the Norwegian government's recent guidelines to emphasise gender and environment. NPA is careful in approaching the issue of gender equality because the organisation feels a need to be culturally sensitive. FOKUS criticises the Ministry of Foreign Affairs for not mainstreaming the gender perspective; NPA opposes the idea of applying political conditionalities except respect for human rights, emphasising the autonomy of the organisations; UoE emphasises the theme of labour organisation as it is such an important factor in our own history of development; and Stromme demands increased focus on education and civil society.

In a letter to the Norwegian NGOs receiving Norad funds for 2007, MFA and Norad requested that they allocate a larger share of their activities to Latin America. When asked about their plans for South America, NMA of NmiD presented some interesting reflections. Although their partners do have the capacity to expand the activity in South America, such an expansion is not envisaged seeing as they cannot change priorities, neither geographically nor thematically, every time the political wind shifts. While a radical wind is currently blowing over South America and the centre-left government of Norway prioritises this region, within a few years the Norwegian government might embrace a right-wing direction, withdrawing all support for such a radical region.

Still, some of the organisations have plans for escalating their engagement in South America. RFN has already received funding from MFA this year for an ambitious Amazonas rainforest management programme, and NCA has made proposals for expansion in Brazil. NPA will reduce its involvement in Central America and increase it correspondingly in South America; LO is initiating projects in Bolivia, Brazil and Chile next year; NMA will initiate a project in Brazil beginning next year, however with their own funding; and the Andes Region is one of four prioritised regions in the new strategy paper from FOKUS. Moreover, the Development Fund has from 2007 a regional programme funded by Norad – namely “Sustainable agriculture and bio-diversity in Latin-America” – which includes Colombia, Venezuela, Peru, Bolivia, Argentina, Chile and Brazil.

In Brazil and Bolivia many NGOs seem to be ahead of their European counterparts with regard to issues such as gender, environment and social-economic rights. All the partner organisations visited expressed appreciation of dialogue on any policy issue raised by the Norwegian NGOs. We found that most of the partner organisations in Bolivia and Brazil were seriously committed to gender equality, regardless of the Norwegian NGO policy. However, some local NGOs who work with indigenous communities acknowledged there was a long way to go, e.g. to recruit 50 % women to teacher-training programmes, but they claimed the first steps in the right direction had been taken.

### **3.3.2 Relationships with central government and political parties**

Most of the Norwegian organisations do not look upon themselves as autonomous actors in South America, emphasising that it is their partners, and not themselves, who play a role in the national political sphere. NRC and LO can be distinguished from the others as they are in political dialogue with national governments, and in these dialogues they claim to speak for their partners. Both NRC and LO are engaged in Colombia, and their partners are working in a rather violent and politically unstable context risking their lives, while Norwegian organisations are sheltered by their international status.

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43 MFA/Norad 2001, "Tilskuddsordninger for norske og internasjonale frivillige aktørers humanitære bistands- og utviklingssamarbeid".

Many of the partner organisations are in opposition to their governments. As part of the opposition they either seek to influence the policies of the governments or they have no communication with their governments at all. Some of the partner organisations are local actors, working at a community level, and as such the national governments are not natural partners. Some of the Brazilian, Bolivian, and Ecuadorian partner organisations stand out as alliance partners of the new left-oriented governments. They both influence the agenda of the national government and play an important role in overseeing the implementation of its policy.

The partner NGOs visited in Bolivia are closely connected to the government, and several former NGO representatives are now part of the government apparatus.

In Brazil, most of the NGOs report a radical improvement in the inclusion of civil society in policy consultation. However, they have not registered many positive changes in the policy implemented by the federal government. In certain areas, it is argued that president Lula's government has worsened the situation, for example, in the health service provided to the indigenous peoples, due to 're-nationalisation' measures that to a certain extent marginalise the NGOs of indigenous peoples themselves. Hence, the NGOs tend to re-emphasise their autonomy from the government in order to defend certain civil society causes and interests.

### **3.3.3 Relationships with local government**

Local governments are important partners for NMA, NRC and Stromme. NPA has supported participatory budgeting of municipalities in Ecuador. The other organisations do not coordinate with local governments directly, but their partner organisations usually do.

In Bolivia there is a close link between the NGOs and the municipalities due to the participatory procedures initiated there in the early 1990s as part of the decentralisation reform. The implication has been a close relationship in the daily management of local government.

In Brazil, the rural municipalities bordering the indigenous territories tend to be rather anti-indigenous, influenced by *garimpeiros* or micro-miner interests. The NGOs working in the forestry and indigenous areas face big challenges. In the larger urban municipalities, however, the NGOs operating in social fields (in partnership with NCA) more often than not have very close and productive cooperation with city administrations.

## **3.4 'Techniques' of cooperation**

NGOs that venture into capacity-building, empowerment, advocacy work and policy change face problems when it comes to documenting results. RFN and NCA have managed to introduce Logical Framework Analysis 'light' versions in their partnerships in Brazil, and they operate with 4-year programmes for the organisation with adapted versions for each country they operate in. Such long-term programmes with relatively concrete specifications of expected outputs, outcomes and impacts are probably a prerequisite for learning processes that improve performance. RFN in particular may have many experiences to share with other NGOs in this area.

### **3.4.1 Target groups and geographic focus**

There are significant differences between the Norwegian NGOs in the way they define target groups. The choice of target groups is usually a function of the strategic approach:

1. The 'service-delivering NGOs' tend to target individuals who need certain social services, like street children, drug & alcohol addicts, children in areas without access to school. We found Stromme, DNM, NLM and PYM in this category. In sum, their main target group seems to be marginalised youth.
2. The 'mobilisation-oriented service-delivering' NGOs are rights-based and target social categories that according to the NGOs' analysis are denied basic human rights (economic, social, cultural, environmental). The services provided, such as teacher-education among indigenous people, is only one among many strategic elements in a mobilisation strategy. NCA, NMA, SAIH, NRC and RFN are in this category. For example, NCA identifies 'rights-

holding' groups that are to hold 'duty-bearers' (e.g. public authorities) to account. It can be difficult to see to what extent this approach transcends the conventional paternalistic charity approach. However, a major difference is observed when the 'mobilisation-oriented service-delivering' approach is combined with a clear strategy to empower the target group through its self-organisation. NCA, NMA and RFN do exactly that – emphasising also organisational capacity-building. Hence we found an overlap between this sub-category and the third category - the 'organisational capacity-building' NGOs (such as FOKUS, NPA, LO and UoE) in their approach to target groups.

Some NGOs – such as NMA, NCA and NPA - define their target group in quite general terms, like “the poorest” and “the most oppressed”. They therefore have to make a specific analysis of the political and social situation in the country in order to arrive at more operationally useful definitions of target groups. NMA has not presented any such analysis. In South America, NPA puts much emphasis on contextual analysis and has the shortest and most consistent definition of their target groups - the indigenous peasant population, including its women. NCA tends to end up with multiple target groups – having in Brazil e.g. youth and women in marginal urban areas, the movement of the landless, black communities, and indigenous peoples.

Other NGOs - SAIH, NRC, RFN, FOKUS, LO and UoE - have an easier analytical task in defining the target group since this is fairly well specified in their statutes or by the type of rights they are advocating. For these organisations, the choice of country is more decisive than the choice of target groups. However, there is always a need for doing more elaborate examinations to identify which groups that need 'education for liberation' (SAIH) or which organisations that are the best representatives of their target groups (RFN, FOKUS, LO). The Team thinks that all the Norwegian CSOs face a challenge in producing more up-dated contextual analyses of their target groups.

Most Norwegian CSOs/NGOs work in both urban and in rural areas. Those with an explicit main focus on indigenous groups – RFN, SAIH, NPA - direct their resources to partners with headquarters in urban areas as well as branches, offices or projects in rural (indigenous) areas. Unlike what is found among NGOs from other countries, there is no 'urban bias' in the work of Norwegian organisations. If the urban-rural dichotomy is replaced by a 'centre – periphery' framework, one will find that the Norwegian NGOs prioritise the periphery: they target people in the margins of cities (the 'slum' population') or the most marginalised groups in rural areas.

Target group participation is not emphasised in the design of the interventions by the Norwegian NGOs. Such participation is left to the discretion of the partner organisations. However, target group participation in the implementation of programmes, through extensive use of information and consultation meetings and election of user representatives in management committees, is pursued by many NGOs. The Team finds that the NGOs should further address the participation issue.

### **3.4.2 The partnership relations**

As a rule, the Norwegian NGOs enter into partnership with NGOs operating at the national level. Some NGOs, like Stromme and NCA, co-operate with organisations operating mainly in one city or one region of the country. Other NGOs, like RFN, co-operate with local associations as well, although in three-part agreements that include the national partner organisation.

Three aspects of the partnership relations are considered here: the autonomy of the partners, the value added provided by the Norwegian NGO, and the sustainability of their cooperation.

#### **3.4.2.1 Partners' autonomy**

Most of the Norwegian NGOs cooperate with different types of partners. The majority of the partners are CSOs which existed before the cooperation. As the character of the projects has changed from traditional aid to reciprocal cooperation, the Norwegian counterpart has become less involved. In general they aim to entrust the definition, planning and implementation of the projects to their local partners. The projects in general are implemented by the partners, but NRC and some of the members of NmiD prefer to implement the programmes themselves.

However, the fact that the Norwegian counterpart plays the donor role is also a challenge to reciprocal partnerships. Some of the organisations do acknowledge this challenge, while others emphasise the importance their partners attribute to the financial side of the cooperation. The Bolivian partner organisations depend almost entirely on foreign aid. Even in Brazil, with a relatively affluent state, rich business community and large middle class, the national NGOs depend on foreign support, particularly from Europe. Many of these NGOs are very professional and have managed to have a wide variety of foreign donors, which reduces the dependency on one particular foreign source. However, the visits to Bolivia and Brazil revealed that for a large number of the NGOs, sometimes even large NGOs, their Norwegian partner is their primary source of income. The Team was told that there is no tradition in South America for making individual contributions or paying membership fees, and there is no support from government. Moreover, the tax system in Brazil provides few incentives for corporate or individual donations to national NGOs.

To what degree do the Norwegian counterparts influence the defining and planning stages of the projects? Monitoring is an important part of the direct communication between the partners. However, the line between monitoring and control is a thin one. For example, field visits four times annually might result in too much control from the donor as well as constructive help related to direction. Field visit only once a year can result in a flourishing of the local initiative as well as absence of needed support and assistance. There is no template of how to monitor a project. Nevertheless, we found that the Norwegian NGOs reflected self-critically upon the partnership implications of the monitoring systems..

The hands-off approach by many Norwegian NGOs is highly appreciated by the local NGOs and it appears that they are not taking advantage by delivering “inferior products”. This way of administrating donor support provides room for more creativity by the local NGOs, and it contributes to strengthen the local civil society. It also represents an important supplementary source of finance in addition to more hands-on support from other countries. The Norwegian support should thus not be considered in isolation from that of other donors.

#### **3.4.2.2 The ‘value added’**

The organisations use terms such as supervisor, political dialogue partner, critical partner, facilitator, etc., when defining their role. Some of the organisations have an ambiguous way of defining the value they add to the projects and do not have adequate documentation of the value added. We found three types of value added, resulting from different roles assumed by the Norwegian NGO: the personal-consultant role, the political-organisational role, and the macro-social role.

*The personal-consultant* (trust-based advisory) approach: This relates to advice offered to the leadership of the partner organisation, or the positive effect of having an external dialogue partner in difficult situations. Personal political dialogues and shared beliefs in the projects are emphasised as value added by NmiD, Stromme and FOKUS. RFN, NmiD, Stromme, SAIH and NRC mention quality assurance, monitoring and evaluation as part of the value they add to the projects, as contributions to critical reflections and learning processes among the partners. NPA and NCA emphasise their constructive role and contributions to strategic decisions at critical stages of their partners’ development.

*The political-organisational* (transfer of relevant know-how for long term purposes) approach: The value added by organisations, who cooperate on the basis of common political ideas or struggles (the approach of e.g. RFN, SAIH, FOKUS, LO and UoE), is to a great degree drawn from their political-organisational know-how. It is deemed relevant for the partners. NRC mentions its know-how in education and refugees’ rights as part of the value it adds. SAIH stresses its experience with organisational administration.

*Macro-social* (organisational networking role) approach: All the organisations emphasise their role as network builders – the construction of national-domestic, South-South and South-North alliances. For some of the organisations, i.e. NPA, NCA and RFN, network building seems to be at the core of their partnership role. A large part of the partners in Bolivia and Brazil agreed that the prospects of international exchange of experiences – South/South or with Norway – was among the most precious aspects of the partnership. But also contributions to national-domestic networks across social sectors and regions are attributed to

the Norwegian NGOs. They start by inviting all their partners in the same country to joint meetings, and these activities may be repeated with a diminishing role for the Norwegian NGO. NPA emphasises this as part of their strategy. RFN has helped the development of the Alternative Cooperation Network (RCA) in Brazil, and NCA has been instrumental in the PAD network (like-minded European NGOs bringing together all their partners in Brazil).

### **3.4.2.3 Sustainability**

Most of the organisations have an exit strategy which implicates phasing-out projects, although continuing the partnership relation through new projects. NPA has a distinct exit strategy: They may exit particular partnerships, while their country programmes continue. Except for Stromme, RFN and NRC, all organisations have concrete plans for phasing out their existing projects within a short period. LO, Stromme, NMA and NPA have phased out projects which continued when the Norwegian partner withdrew their support. For most of the organisations, making projects sustainable means enabling their partners to apply for other funding. An interesting example from the Bolivian field work shows that this is not necessarily what the South American partners comprehend as sustainability. If SAIH phases out the cooperation with CDIMA, the latter would rather reorganise their activity as a volunteer-based organisation, than recruit new donors.<sup>44</sup>

We find the sustainability concept to be problematic in these countries. A distinction between service delivery and advocacy organisations has to be made. As to service delivery, there is often nobody to actually pay the bills for the projects if the Norwegian NGOs withdraw. The state may take over the funding responsibility as a result of lobbying, but to the detriment of other social spending purposes. Sustainability requires new funding mechanisms at the national level to be established and developed. This depends on new government policies with more transfers from the rich to the poor, or from private to public sectors, in these non-equalitarian nations – an issue out of reach for the single NGO operating in these countries. As to advocacy, the work can be termed ‘sustainable’ the day public authorities make the specific rights effective, and the advocacy organisation can be dissolved as a consequence. In the real world, however, even after the rights have been actively endorsed by the public authorities, they are ‘sustainable’ only as long as there are strong advocacy organisations to ‘help’ the state to enforce the relevant laws or implement existing policies. The sustainability issue in this context is to establish fair and non-biased public funding mechanisms for advocacy organisations. This may also be out of reach for the single NGO operating in these countries.

### **3.4.3 Quality assurance, monitoring and evaluation systems**

The booklet “Development Cooperation Manual” (MFA/Norad, 2005) is a quality assurance tool and describes key principles, procedures and standard working methods in different phases of a programme cycle. As to basic financial, organisational and administrative routines connected with planning, budgeting, accounting and auditing, we found that all the Norwegian NGOs had a system in place. The examples we have examined satisfy the legal and professional requirements, as far as we can see. However, the challenge is the systematic circulation of relevant and valid (quality) information. The Norwegian NGOs have different capacities to meet this challenge.

The concept of quality assurance (QA) is easier to apply to service delivery than to advocacy work. In the case of service delivery, information systems to provide feed-back to the donors from the client and target groups in terms of user satisfaction surveys, trustworthy complaints mechanisms, focus group interviews, or user assessment meetings can be useful techniques of QA. We have not found any such systems in operation. Although most of the ‘services’ funded by Norwegian NGOs are linked to training (capacity-building) or pilot projects, not to regular social services, it should be easy to collect the assessments of participants in training courses or workshops. This situation may be a reflection of the observation made above, that mechanisms for active involvement of target groups in the design and implementation of projects, are generally absent in the Norwegian supported activities.

For all activities, but particularly for those geared towards rights-based mobilisation/advocacy work, *partner assessments* may be an important QA instrument. Partner assessments need to

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<sup>44</sup> CDIMA does not expect to encounter a similar freedom or autonomy in other collaborative arrangements.

consider the relevance of the organisation within its current political-social context, its legitimacy among the groups it targets or claims to defend, and the quality of internal democratic governance and grassroots-influence – e.g. the financial and organisational control mechanisms operating in or around the partner organisation. We have observed such partner assessments undertaken on a regular and formal basis only by NPA. The other NGOs leave such assessments to occasional external evaluations, often initiated by other donors. As showed in the Brazil-section above (3.2), RFN and NCA were not in the position to freely choose their partners. Given the political mission of RFN (saving rainforests) and the faith-based (Protestant/Ecumenic) orientation of NCA, these organisations entered into partnerships with most of their main ‘natural’ allies. They claim that they make continuous and informal partner assessments. This claim was substantiated in interviews, but generally such claims are difficult to verify by outsiders. Most of the relationships have a long history, excel a lot of trust, and are based on mutual respect. Regular critical assessments, by the Norwegian partner of the South American partner, may not be commensurate with such relationships.

In this context, managerial monitoring becomes more important. The monitoring system works extraordinarily well in the cooperation in Brazil. A combination of regular written reports (bottom-up), field visits and internal reviews (top-down) are in place in the partnerships in this country. NCA and RFN have a policy of visiting every project site at least once a year; in addition, NCA’s local consultant visits every project four times a year. Moreover, their partner organisations practice internal monitoring with monthly visits and quarterly reports from meetings between programme coordinators, project staff and project beneficiaries. A regular ‘sistema de PMA’ – of planning, monitoring and evaluation has been introduced among their partners. The purpose of the monitoring system – to discover and correct any ‘wrongdoing’ or mismanagement before major damage is done – seems to be achieved.

In Bolivia, uneven monitoring practices were registered. NMA/MANB and Stromme provided monthly checks and reports on activities. In the case of SAIH and NPA the monitoring system was not very salient among their partners. SAIH reported that they conduct annual evaluations with external consultants in one of its projects, but this can hardly qualify as monitoring.

As to evaluations, the organisations differ with regard to regularity, who they are performed by, and in the use made of the evaluations.

- *Regularity*: On the one hand, there are NGOs in the FOKUS and NmiD-families which have not commissioned evaluations at all, such as in the case of their member organisations’ projects in Colombia, Peru and Bolivia. On the other hand there are NPA and RFN which carry out more than one evaluation per country every year.
- *Evaluators*: NPA prefers using its own staff, but based in other countries than where the evaluation takes place; in other words, it favours frequent internal evaluations (or rather internal reviews). The remaining NGOs prefer less frequent external evaluations. RFN is no longer using local consultants only, since these appeared to be restricted by a certain culture of ‘do-not-be-explicitly-critical’. Instead their external evaluations are carried out by mixed Norwegian-Brazilian teams.
- *Utilisation*. All the organisations claim that they use evaluations as part of a learning process and key input to planning, although some of the organisations indicate that some external evaluations do not always have impact on the subsequent fate of the projects. In Brazil, evaluations are taken more seriously than in the other countries we have examined. The last evaluations have delivered a mix of critical comments and constructive recommendations, followed up by RFN and NCA in their long-term planning.

NCA prefers to commission external evaluations jointly with other like-minded foreign partners, e.g. from the PAD network, in particular when they include partner assessments. RFN has been less dedicated to partaking in formal partner assessments (or ‘institutional evaluations’). The team recorded that all the partner organisations or the projects visited in Brazil had been evaluated once during the last four years. Moreover, NCA commissions one major country programme evaluation every year, and in 2008 such an evaluation will be undertaken in Brazil for the first time.

### 3.5 Concluding remarks

The main conclusion based on the desk study and fieldwork in Brazil and Bolivia is that the projects funded by Norad through Norwegian NGOs and their local partners are implemented according to plans, and the results are very valuable for the population, whether the results can be described in terms of pure service delivery, mobilisation-oriented service delivery or support to capacity-building.

The cooperation is reasonably coherent with Norwegian guidelines and policies, although some of the service delivery-oriented NGOs have failed to elaborate a rights-based approach. The Norwegian NGOs emphasise their autonomy, and adopt a hands-off approach, respecting the autonomy of their partner CSOs. Interventions are well coordinated with other relevant NGOs. Norwegian NGOs have not established formalised links with national governments, except in Colombia in connection with the human rights dialogues. Some NGOs have entered into formal agreements with local governments.

Basic financial, organisational and administrative routines connected with planning, budgeting, accounting and auditing are in place. However, feed-back from – and participation by – the target population is very weakly facilitated. Up-dated partner assessments, contextual analysis of target groups and regular monitoring & evaluation are not streamlined by a large share of the NGOs observed.

*Contexts matter.* When assessing issues like logics and rationale behind interventions, partnership relations, results and lessons learnt, the differing national contexts must be taken into consideration. The civil societies in Bolivia and Brazil differ in many ways.

Regarding their political-social compositions, in Bolivia there has been a high level of social and political mobilisation during the five last years, mainly amongst the indigenous peasant population. The civil society is dominated by politicised social movements with a huge following, but with relatively small financial and professional resources. In Brazil, the social and political mobilisation reached a peak after the new constitution was adopted in 1988 and the left-wing forces lost the subsequent elections in 1989. Although the labour unions and the landless movement continue to show mobilising power, the social movements have been weakened. On the other hand, the civil society organisations have seen professionalisation, bureaucratisation and ‘ngo-isation’.

When it comes to the relationship with political parties and the government, in Bolivia the social movements which support president Morales are very active in processes of constitution- and policy making, while his party (MAS) and other left-wing parties are organisationally weak and less present. Civil society has a strong influence on politics and government. In Brazil, two political parties have dominated politics in the democratic era since 1988: the centre-right PSdB (of former president Cardoso, re-elected) and the centre-left PT (of president Lula, re-elected). There has been a continuity in power and policies. Brazilian political society (or ‘political class’) is relatively autonomous from civil society, but increasingly dependent on big business and financial centres to fund electoral campaigns. Many civil society organisations conduct high-quality advocacy and lobbying, but their influence when it comes to politics and policy-making is limited.

Most of the Norwegian funds channelled through NGOs to these two countries are transferred to CSOs who support social movements for profound political-social changes. Although the educational level and professional capacity of the Brazilian CSOs are higher than Bolivian ones, their impact on policy-making and perhaps also on the societal development is currently less considerable. If any general lesson from NGO-based development cooperation with Brazil and Bolivia can be drawn, it is perhaps that results (impacts) of this cooperation in such thoroughly unequal societies are determined by the wider political-social contexts and conjunctures.

*Some results and lessons learnt in Bolivia and Brazil.* As stated in an evaluation of a programme that was regarded as a considerable success, the partners’ “reports had not adequately revealed the wide range of results that their initiatives had achieved” (RFN, 2004). Nevertheless, some interesting experiences could be highlighted.

In ‘mobilisation-oriented service delivery’, the Integrated Projects of NMA have benefited the target population through improvement of social services and increased incomes, most often based on agricultural production. The key has been the existence of necessary skills in selecting professional local partners, building their organisational capacities and involving the target population through participatory methodologies. RFN has a similar experience with successfully integrated projects– e.g. regional programs for indigenous development – combining multiple components: education reform (indigenous teacher education and curriculum development), cultural affirmation, strengthening of indigenous associations, development of sustainable economic alternatives (e.g. connected with fish farming and forestry), policy networking and lobbying to strengthen and integrate contiguous ‘indigenous territories’. Highly professional partners and strong involvement of the target groups (youth in marginal urban areas) have also characterised NCAs partnerships in Brazil such as with *Acção Educativa* and *Diaconía*.

In ‘organisational capacity-building’, some partnerships in Brazil are distinguished by their openness when it comes to addressing difficult internal-structural problems. For instance, two of NCAs main partners suffered from what was diagnosed as the ‘small’ and ‘informal’ character of most Brazilian NGOs, with strong political-philosophical loyalty to a few charismatic/authoritarian leaders. These organisations managed to carry out successful internal reforms and have introduced systems of regular planning, monitoring and evaluation (see European Union, 2004 and NCA/WLF, 2004). They also have started the work to mobilise their national support bases to become more politically and financially sustainable. Another dimension of ‘organisational capacity-building’ is conveyed by the advocacy-oriented programme of NPA in Bolivia, transcending the focus on internal organisation aspects. It supports spaces for dialog and networking across sectors and regions. Similar emphasis on building networks nationally is demonstrated by RFN (see RFN, 2005) and NCA (see NCA/PAD, 2007). In a situation of a close relationship between its Bolivian partners and the national government, NPA tries to provide incentives to processes that strengthen the autonomy of the organisations and their capacity to hold the government accountable. Finally, as the partnerships mature, there is a growing demand from the partners that there should be more joint campaigns on concrete issues (in the North as in the South), and there should be a mutual influence on the global strategic programmes of the collaborating CSOs.

## 4 The State of Knowledge and Knowledge Gaps

### 4.1 Assessment of existing knowledge and knowledge gaps

In this part of the study an assessment of the perceived state of knowledge and knowledge gaps in relation to the performance of Norwegian NGOs and their partners in South America is presented. Further, based on the above, the potential need for an evaluation in this field and some relevant evaluation questions that such an evaluation could include, will be discussed.

#### 4.1.1 A geographic assessment

A mapping of available evaluations, sorted by country, is presented in table 4.1, which suggests that there is an abundance of evaluations undertaken in Ecuador, Brazil and Paraguay. In the case of the remaining three countries, there has been performed considerably fewer evaluations (Bolivia and Colombia) or very few in the case of Peru.

Table 4.1 Mapping external evaluations of NGOs in South America after 2000

	Bolivia	Ecuador	Colombia	Brazil	Peru	Paraguay
NMA	** Several	2003				
RFN				**several	0	
NPA	2006, 2007	** several	N/I			
NCA				** several	N/I	
NRC			2005, 2006			
SAIH	2004a, 2004b					
FOKUS(WILF,WFN)			0		0	
LO			CUT 2006		0	
UoE					2005	2005
Stromme	2003					
PYM	N/I					2002, 2006
NLM	N/I		0			

\* N/I: no information

\*\* Several, see elaboration under each country below.

Brazil is by far the country in South America where Norwegian NGO cooperation has undergone most evaluation. There are a number of evaluations of RFN's cooperation, and NCA has co-commissioned many institutional evaluations, studied all their partnerships in Brazil, and will initiate a country evaluation in Brazil in 2008.

The Norwegian development cooperation in Ecuador has been well documented. NPA has financed many external evaluations of their Ecuadorian partners and projects the last years, and Norad's organisational performance review of NPA in 2007 contained a case study of its programme in Ecuador (Norad, 2007). NMA has financed external ratings of their micro-credit institutions annually. They also had an external evaluation made of the 'Diaconal Institute' in 2003.

Except for PYM and NLM, the organisations which are engaged in Bolivia have evaluated projects and partners the last five years, although the in-depth and/or comprehensive quality varies. NMA performed an external evaluation of their Combayan project in 2004, a thematic evaluation of integrated projects in 2005, and a mid-term evaluation has been made of their 'diaconal program for regional development' - PDDR-II (MAN-B, 2006). SAIH performed an external evaluation of the project with CEADL in 2004, and the external institutional review of SAIH delivered the same year had Bolivia as one of two countries selected for sub-studies

on projects (SAIH, 2004). Stromme undertook an external evaluation of their Mecapaca project in 2003. NPA has funded a study by a local consultant of CSUTCB and other indigenous and campesino social movements taking part in the Constituent Assembly (NPA, 2006). An internal evaluation of NPA's involvement in Bolivia was made in 2007, as part of the planning of its 2008-2011 programme (NPA, 2007).

The Norwegian development cooperation in Colombia, Peru and Paraguay has been evaluated to a varying degree. NRC, LO and UoE have financed evaluations in these countries, NRC undertook two evaluations of their Colombian program, LO had an evaluation made of the Colombian project and UoE evaluated both of their projects in 2005. In Paraguay, PYM's projects have been evaluated in 2002 (on text book production) and 2006 (on school construction). In Colombia, the team has not come across any evaluations of NPA or NLM. RFN started its pilot programme in Peru in 2005 and reports that it is too early to make any evaluation. No evaluations have been made of the FOKUS (WILF, WFN) projects in Peru and Colombia.

In conclusion it should be noted that there have been no external evaluations of any individual NGOs' entire country programme with Norad funding in South America. One exception is Norad's organisational performance review of NPA (2007) with a case study of its programme in Ecuador. Still, external evaluations of all the Norwegian NGOs operating in the same South American country have not been made.

While the Norwegian NGOs involved in Brazil and Ecuador have managed to assess most of their projects with high-quality evaluations, we have not observed efforts at the same level in the other countries. Given the fact that *Bolivia* is the main recipient of Norad funds in South America, combined with the profound social and political changes in that country the last few years, more in-depth knowledge is needed of NGO-based development cooperation and adaptation to those changes.

#### **4.1.2 A thematic assessment**

Three thematic areas can be singled out as having a relatively strong knowledge base:

1. Norwegian support to indigenous peoples has been well documented. A number of evaluations commissioned by RFN, NPA and their partners the last 10 years have clearly contributed to that. A recent study commissioned by Norad (Borchgrevink and McNeish, 2007) has added to this.
2. Integrated development projects have been well analysed in relation to NMA. Also most of RFN's local projects in Brazil can be categorised as 'integrated development' projects (e.g. RFN 2004), and as shown above been widely evaluated. It would have been interesting to compare experiences in this area across NGOs and countries.
3. Water and sanitation has been the topic of NCA's thematic evaluation in 2007, with a particular focus on programmes in Brazil, supported by the accumulated knowledge of ISA, Diaconía and other partner organisations.

Three so-called cross-cutting issues need more attention:

1. *Environment*. There is no knowledge gap regarding Norwegian NGOs and natural resource management in South America, since the indigenous studies usually have covered those areas, however a critical evaluation of the Norwegian NGOs' commitment to environmental issues is yet to be made. Moreover, Norwegian NGOs could be compared with other channels of Norwegian funds for environmental protection (see section 4.3).
2. *Gender*. This is an issue in the Norwegian-South American cooperation that has not been fully addressed. The limited involvement of FOKUS-organisations in South America, combined with the fact that there has not been performed any evaluations of their involvement so far,<sup>45</sup> has contributed to a lack of knowledge in this area. Given the frequent references to the influences of a 'macho' culture in Latin America, and given the emphasis of gender in the

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<sup>45</sup> This gap might be filled to some extent by an on-going organisational performance review of FOKUS, commissioned by Norad.

Norwegian development policy, all the NGOs operating in this region should be thoroughly compared from those vantage points.

3. *Voice*. As noted in the previous section, target groups are neither very present in the design and planning of observed interventions, nor vociferous in the feed-back/reporting of results. This is at odds with the rights-based approach which emphasises the right to participation and voice. This right has to be respected also in the practice of CSOs themselves. Questions regarding differences between the various Norwegian NGOs, and good practices among partner organisations and other South American CSOs that Norwegian NGOs can learn from, need further exploration.

The issues of environment, gender, and voice notwithstanding, the team would suggest that the main knowledge gap is connected to the questions regarding present directions of Latin-American civil societies and implications of recent changes for Norwegian civil society organisations. In order to delve into these questions, the team would like to suggest that South America should be looked upon as a *laboratory* for civil society innovations and influences, coming into existence due to a conjunction of events that include: (i) the wave of post-authoritarian transition and democratisation in the 1980s, combined with relatively weak political parties; (ii) the emergence of social movements and civil society organisations; (iii) the rolling back of the state in the 1990s, a rolling-back that was perhaps more radically neo-liberal in South America than on any other continent; (iv) the proliferation of the ‘third sector’ – service delivery based on NGOs – often with lavish funding by NGOs or donor agencies based outside the continent.

In the next section a few issues for further study will be suggested, induced from the visits to Bolivia and Brazil. Research on these issues may lead to better knowledge about civil society in Latin America. In the final section we will attempt to suggest how the knowledge extracted from these inquiries could be applied as questions for an evaluation of the conditions for successful non-governmental development cooperation.

In summary, there is a need for an evaluation of how three main cross-cutting issues are handled in the development co-operation through Norwegian NGOs: *environment*, *gender*, and *voice*, organised as a separate evaluation or integrated with the suggested country study of Bolivia (see above), or it could be part of a larger evaluation of conditions for successful *rights-based and advocacy-oriented* cooperation in a changing Latin America.

## **4.2 New directions for the Latin American civil society and implications for Norwegian NGOs**

Working with this study, the team has arrived at some reflections on the development of civil society in Latin America which we believe deserve further reflection in order to better understand the work of Norwegian NGOs in the region.

### **4.2.1 How to make a fragmented civil society pull together**

The civil societies in both Bolivia and Ecuador are internationally renowned for their political involvement and mobilisation efforts in connection with elections. However, there is a low level of formal organisation, weak formal membership base and economic resources and infrastructure at the central level is weak. In spite of considerable competition between the organisations, they are now more or less pulling in the same direction by supporting and monitoring the government. It is hence essential to better understand why, and how, fragmented and economically weak civil society organisations were able to alter the power relations in these previously elitist countries. This does not only foresee future developments in the countries themselves, but may also serve as an example in other countries where civil society is currently fragmented and without political strength, e.g. Guatemala and also, to some degree, Peru. Is the existence of a charismatic leader necessary and possibly a sufficient condition to unite a fragmented civil society? What role did donors and Norwegian NGOs play in the processes of change in Bolivia and Ecuador, and what are the implications for the Norwegian NGOs in other countries in South America?

#### **4.2.2 The role of participatory planning at the municipal level for civil society activism**

Civil society today, in most South American countries, is increasingly leaning on the local government system. Over time this has become referred to as “municipalismo”. In Bolivia, the process started in 1994 when considerable funds were transferred to the municipality level as part of the overall restructuring of the institutional system initiated by the World Bank. New laws of popular participation were introduced at the same time to ensure that the funds were used according to the needs of the population. In Brazil, it started with the 1988 constitution which guaranteed public participation in government planning and budgeting, most practically implemented at the local level. This has become the well-known practice of Participatory Budgeting. This process is initiated with an invitation to civil society organisations, communities, etc., to attend workshops where needs and priorities are presented. Then these will be discussed in a workshop where leaders at all levels are present, and the final proposition for investment plans (in Bolivia a five year PMD – Plan Municipal de Desarrollo) and the annual activity plan (POA – Plan de Organización Anual) will be drawn up. This interplay between the elected political system and civil society organisations allows considerable influence by the masses, but there is also a considerable danger of silencing civil society by co-opting them into the system. The latter is made even more possible in urban areas where civil society representatives are needed to constitute an intermediary level between the municipal bureaucracy and the grass-roots organisation.

According to the Norad Guidelines (MFA/Norad, 2001), Norwegian NGOs should cooperate with national authorities. On the other hand, NGOs value their independence and freedom to criticise governments. Have the NGOs been concerned about their close relationship to local authorities, and if so, how have NGOs tackled this dilemma?

#### **4.2.3 Do NGOs crowd out political parties?**

Bolivian NGOs and grass-roots activism are supposed to be the driving forces behind the mobilisation that led to the election of a left-wing popular president. The NGOs actually control more organisational and financial resources than the political parties, which seldom possess a formal apparatus and member base of any considerable size. In the Bolivian context there is a real question whether the political power is vested in the NGOs or the political parties. This system of activism politics has led to real political changes, but it embodies the risk of leading to unstable regimes as the NGOs might not feel responsible for the policies worked out by the elected representatives in parliament and government. Hence it is an important matter to study how such grass-roots activism actually works out in practice when it concerns support for a representative-parliamentary political system. How have Norwegian NGOs responded to the close relationship that has been developed between many Latin American NGOs and political parties?

If one of the objectives for Norwegian policy is to strengthen democracy in Latin America, it will be a vital question to study whether civil society actually becomes too powerful at the expense of the political parties. More analysis should be done on this topic. One option to be assessed is to increase Norwegian public funds for direct support to strengthen political parties.<sup>46</sup>

### **4.3 Conditions for successful non-governmental development cooperation**

Based on the studies suggested above, thematic evaluations covering several countries could focus on the conditions for successful non-governmental development cooperation. The suggestions try to respond to one of the points made in a report from a Norwegian Government appointed commission, the so-called Rattsø-commission (MFA, 2006:11), namely the need for more knowledge about the goal achievements and results of development cooperation through Norwegian NGOs.

#### **4.3.1 Impacts of 10 to 15 years of advocacy-oriented NGO cooperation**

Rights-based social mobilisation, underpinned by strategic service-delivery programmes and followed up by organisational capacity-building among the poor and vulnerable, can be coined as a major NGO strategy with fertile soil in South America. Given that many

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<sup>46</sup> The Norwegian Centre for Democracy Support has since 2002 channelled public funds through Norwegian political parties to parties in the South. So far Bolivia is the only South American country in the programme. (In Central America El Salvador, Guatemala, and Nicaragua are included.)

Norwegian NGOs have been involved in cooperation for more than 10 years following this approach in countries such as Brazil, Bolivia and Ecuador, a study should compare selected NGOs in their respective country contexts, for example NMA (Bolivia), SAIH (Bolivia), NRC (Colombia), NCA (Brazil), and RFN (Brazil). What are the similarities and differences in their approaches? How successful have they been, and why? What are the conditions for successful rights-based advocacy-oriented NGO cooperation?

#### **4.3.2 The impacts of different contexts on NGOs' development cooperation**

In Central America, the NGOs have been cooperating closely with the Norwegian government to follow up a state-to-state cooperation (Nicaragua) or to support a peace process (Guatemala). In South America, perhaps with the exception of Colombia, the NGOs initiated cooperation themselves. With the forthcoming evaluation of development cooperation through Norwegian NGOs in Guatemala, a solid basis can be expected for comparative studies into the impacts of differences in the role of the Norwegian government. An additional dimension might be the well-functioning vs malfunctioning of the Latin American state.

#### **4.3.3 Comparing channels of Norwegian funds for development cooperation**

The Norwegian government has a long tradition of offering economic incentives to different development actors to promote cross-cutting issues such as gender equality, environment, HIV/AIDS, or indigenous peoples' rights. The Norwegian NGOs have been one channel, international NGOs another, multilateral institutions a third. All these channels have been utilised in South America. One side effect of such incentives might be over-reporting of achievements related to these issues, in order to access even more Norwegian funds. When focusing on the environment, the study could also assess the allocative efficiency of various channels. Which channel is most effective when it comes to enhancing environmental protection and sustainable use of natural resources?

#### **4.3.4 Potentials and limits for south-south exchange of NGO experiences**

Almost all the Norwegian NGOs emphasise their international networking resources as a major value-added. However, the utility of international networks needs to be specified. Providing learning arenas, exchanging experiences and stimulating diffusion of good practices – do these serve as a rationale for international networks? Since most of the Norwegian NGOs operating in South America also work in Sub-Saharan Africa, a significant challenge is to enhance exchange between these two continents. A starting point could be Lusophone (Portuguese-speaking) countries in both regions, e.g. Brazil and Angola/Mozambique. In a joint team with researchers/consultants from the selected countries, and following a quasi-experimental design, the Norwegian contribution could be to assess what types of experiences are more and which are less feasible for transfer from South America to Africa (or from Africa to South America).

## Annex 1: References

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## Annex 2: Persons Interviewed

### In Oslo

24.05.07	SAIH	Ragnhild Valverde Nordvik	Project coordinator Bolivia
24.05.07	NCA NCA	Eivind Aalborg Christian Schøyen	Head of Latin America and Africa Section Program Officer for Brazil
29.05.07	Norad/Sivsa	Bjarne Garden	Acting director
07.06.07	Norad/Sivsa	Lillian Prestegaard Tone Slenes Marit Lillejordet Karlsen	Executive officer NCA Executive officer NRF Executive officer NmiD
07.06.07	RFN	Lars Løvold	General Secretary
08.06.07	Norad/Sivsa	Tina Hageberg Anne Britt Sandsnes	Executive officer Stromme Executive officer SAIH
08.06.07	Norad	Turid Arnegaard	Senior advisor
12.06.07	LO	Christine Parker	Consultant,international section
13.06.07	NMA	Jørgen Haug	Chairman of LA region section
15.06.07	NmiD	Kristian Larsen, Arne Kjell Raustøl	Advisors
21.06.07	Fokus	Mette Moberg, Beate Thoresen, Sissel Thorsdalen	Acting chairman Project advisors Project advisors
22.06.07	RFN	Torkjell Leira	Program Officer for Brazil
27.06.07	UoE	Lajla Blom, Ingrid Convrey	Chairman, international section Advisor
27.06.07	Stromme	Wenche Fladen	Development consultant
27.06.07	NPA	Per Ranestad	Coordinator,International section
28.06.07	NRC	Rune Fimreite	Program coordinator
10.08.07	NCA	Arne Dale	Head of Thematic Section,
15.08.07	NCA	Christian Schøyen	Program Officer for Brazil
20.08.07	RFN	Lars Løvold Torkjell Leira	General Secretary Program Officer for Brazil

### In Brazil

27.06.07	Diaconía	Alexandre Botelho Merrem	Programme Coordinator
28.06.07	Norwegian Embassy	Jan Gerhard Lassen	Ambassador
28.06.07	NCA	Samuel Reis	Local consultant (Brazil)
28.06.07	INESC	Iara Petricovsky Atila Roque	Co-director Co-director
28.06.07	ABONG	José Antonio Moroni	Spokesman, Board member
29.06.07	CTI	Gilberto Azanha Eduardo Dias Magalhães	Executive Coordinator Director of Communications
29.06.07	CPI Acre	Vera Olinda	Coordinator
02.07.07	ISA	Beto Ricardo Enrique Svirsky Nilto Tatto André Villas Bôas Gerardo Andrello Raul Silva Telles do Valle	Executive Coordinator Deputy Executive Coordinator Coordinator, Vale do Ribeira Coordinator, Xingu Dep. Coordinator, Rio Negro Act.Coordinator, the Biodiversity Programme
02.07.07	CTI	Maria Inês Ladeira	Coordeniator, Guarani Program
03.07.07	AE	Sergio Haddad Maria Virginia Magi	General Coordinator Coordinator, Youth Programme
03.07.07	IEPÉ	Prof. Dominique Gallois Luís Donisete Grupioni	Chairperson, Board of Trustees Executive Secretary
04.07.07	MST	João Pedro Stedile, Salette Carolo	National coordinator International Secretariate
04.07.07	RCA	Leila Soraya Menezes	Coordinator
06.07.07	CCPY	Marcos Wesley Matthieu Jean Marie Lena Lidia Montanha	Chairperson Board of Trustees Executive Coordinator Education Coordinator

07.07.07	CCPY	Carlo Zacchini	Member Board of Trustees
07.07.07	HAY	Davi Kopenawa Anselmo Eudis	Chairman Hutukara Associação Yanomami Teacher, Demini Village
11.07.07	IEPÉ	Lúcia Szmrecsányi	Coordinator, Wajāpi Program
12.07.07	APINA	Puku Wajāpi (Aramira)	President
13.07.07	APINA	Kumaré Wajāpi	Vice president
14.07.07	APINA	Wajāpi men	Aruwaity Village
16.07.07	APINA	Diseni Wajāpi	Director (& teacher)

### In Bolivia

04.07.07	MANB	Tito Montero A. (director) Project managers Ricardo Villena Former participants Observation through presence	Central office Institute of Development Social leaders course in El Alto
05.07.07	MANB	Office – leadership Artisan exposition Alejandro Fuente	HIV/AIDS project HIV/AIDS project Football project
05.07.07	NMA	Ben Tore Beisland	Norwegian missionaries
06.07.07	UAC	Abasteflor Wilfred Marin Local professors and students	Director IDR Tiuhanuco
06.07.07	Norwegian Embassy	Mr. Moskvil and Fiskvik	Norwegian diplomats
07.07.07	CDIMA	Local leaders	Leader course in Callapa
08.07.07	CDIMA	Teresa Canaviri and employees	Board director Central office
08.07.07	Alalay	Claudia Gonzales Ximena Alarcon Local leaders, professors, students, children	Central office Mechapaca
09.07.07	CSUTCB	Central leaders	Central office
09.07.07	'Bartolina Sisa' – Office	Alberto Solano Juliana Chambe	Central office
09.07.07	'Nina'	National coordinator Walter Limache Orellana	Central office

## Annex 3: Norwegian NGOs and their local partners in South America 2006, Bolivia and Brazil excluded

Since Norwegian NGOs operating in Bolivia and Brazil is described in chapter 3, they have not been included this table.

Norw. NGO	Country	Local partner	Project	Norad support
DNM	Colombia	Asociación Pacto Columbia	Foundation for Rehabilitation	1 259 000
DNM	Colombia	Asociación Pacto Columbia	Rehabilitation of street children	888 000
DNM	Colombia	Asociación Pacto Columbia	Project "Hope"	836 000
WFN	Peru	CENDOC	Database for women's documentation	466 000
WILPF	Colombia	LIMPAL	Teaching of human rights. Prevention of violence against women and help to victims.	197 000
LO	Colombia	CUT	Organisational development	408 000
LO	Peru	CGTP	Organisational development	184 000
NCA	Peru	Centro de Promoción de Mujeres de los Pueblos Jóvenes	Slum project	486 000
NCA	Peru	Instituto Bartolome de las Casas-Rimas	Community development	437 000
NCA	Peru	Asociacion Evangelica luterana de Ay...	Research and communication	379 000
NCA	Peru	CENDOC	Information	224 000
NLM	Peru	Iglesia Evangelica Luterana Peru	Education	769 000
NMA	Ecuador	Mision Aliancia Noruega-Ecuador	Slum project	6 918 000
NMA	Ecuador	Mision Allinacia Noruega-Ecuador	Micro credit	4 249 000
NPA	Chile	Asociación Indígena Lafquenche Identidad	Org. capacity-building	420 000
NPA	Chile	Coordinadora de Organizaciones e Identidades Territoriales Mapuche - CITEM	Org. capacity-building	119 000
NPA	Peru	Confederación Nacional de Comunidades del Perú Afectadas por la Minería - CONACAMI	Org. capacity-building	208 937
NPA	Chile	Observatorio de Derechos de los Pueblos Indigenas	Org. capacity-building	53 000
NPA	Colombia	Organizacion Nacional Indigena de Colombia - ONIC	Org. capacity-building	626 000
NPA	Colombia	Consejo Regional Indigena del Cauca - CRIC	Org. capacity-building	325
NPA	Ecuador	Confederación de Nacionalidades Indígenas del Ecuador - CONAIE	Org. capacity-building	735 000
NPA	Ecuador	Confederación de Pueblos de la Nacionalidad Kichwa del Ecuador - ECUARUNARI	Org. capacity-building	580 000
NPA	Ecuador	Confederación de Nacionalidades y Pueblos Indígenas de la Costa Ecuatoriana - CONAICE	Org. capacity-building	41 000
NPA	Ecuador	Movimiento Indigena y Campesino de Cotopaxi - MICC	Org. capacity-building	301 000
NPA	Ecuador	Corporación de Organizaciones Indígenas y Campesinas de Cusubamba - COICC	Org. capacity-building	41 000
NPA	Ecuador	ECUARUNARI-Escuela de Lideresas Dolores Cacuango	Org. capacity-building	475 000
NPA	Ecuador	Fundación Defensoría Kichwa de Cotopaxi - FUDEKI	Org. capacity-building	113 000
NPA	Ecuador	Organización de Mujeres de Cusubamba - OMC	Org. capacity-building	21 000
NPA	Ecuador	Organización de mujeres de Mulalillo - OMM	Org. capacity-building	17 000
NPA	Ecuador	Centro de Identidad y Desarrollo - CID	Org. capacity-building	31 000
NPA	Ecuador	Técnicos Unidos por la Ecología y su Protección - TUEP	Org. capacity-building	43 000
NPA	Ecuador	Federacion de Organizaciones Populares de ayora Cayambe-UNOPAC	Org. capacity-building	33 000

Norw. NGO	Country	Local partner	Project	Norad support
NPA	Ecuador	Federación de Pueblos Kichwa de Pichincha - RICCHARIMUI	Org. capacity-building	79 000
NPA	Ecuador	Asamblea Permanente de Derechos Humanos - APDH	Org. capacity-building	367 000
NPA	Ecuador	Instituto de Estudios Ecuatorianos - IEE	Org. capacity-building	471 000
NPA	Ecuador	Unión de Organizaciones Indígenas del Cantón Suscal - UNOIC- Suscal	Org. capacity-building	130 000
NPA	Ecuador	Parlamento Indígena Popular de Guamote- PIP	Org. capacity-building	10 000
NPA	Ecuador	Asamblea Cantonal de Cotacachi - AUC	Org. capacity-building	384 000
NPA	Ecuador	PIP- Guamote	Org. capacity-building	10 000
NPA	Ecuador	Unión de Organizaciones Indígenas y Campesinas del Cantón Saquisilí - Jatarishun-Saquilisi	Org. capacity-building	118 000
NPA	Ecuador	Parlamento Indígena de América - PIA	Org. capacity-building	171 000
NPA	Ecuador	Centro de Planificación y Estudios Sociales – CEPLAES	Org. capacity-building	378 000
NPA	Ecuador	Organización juvenil DiablUma - DIABLUMA	Org. capacity-building	47 000
NRC *	Colombia	Catholic Church's Social Pastoral	Information, counselling and legal assistance to IDP	4 200 000
NRC	Colombia	Fundación Escuela Nueva Volvamos	Education for IDP youth and children	5 200 000
PYM	Paraguay	Iglesia Filadelfia Indigenista/MOE	Education	602 000
PYM	Paraguay	Instituto de la Lingüística Guaraní del Paraguay, Facultad de Lenguas Vivas	Textbook in indigenous languages	635 000
RFN **	Peru	AIDSESEP	Regional survey	1 126 000
UoE	Paraguay	OTEP	Trade union training	189 000
UoE	Paraguay	OTEP	Organisational support	81 000
UoE	Peru	SUTEP	Trade union training	189 000
UoE	Peru	SUTEP	Organisational support	81 000

\* This large NRC project in Colombia also involves local universities, NGOs (human rights, refugees and IDP issues), National Research Centres, local IDP groups, Ministry of Public Affairs, Ministry of Education, National Refugee Commission (Venezuela).

\*\* In addition, RFN provided direct support, on behalf of Norad, to the following indigenous people's associations: In Peru – AIDSESEP (NOK 918 000), PFMB (Multicultural Teacher's College, NOK 490 000), Racimos (NOK 452 000 NOK), and Shinai (NOK 249 000). In Paraguay – SAI (Guarani Education, NOK 1 361 000), PCI (institutional project, NOK 848 000), Terraviva (Juridical consulting, NOK 821 000) and GAT (institutional support, NOK 821 000).

# Annex 4: Terms of Reference

## Terms of Reference

### State of the Art Study: Development Cooperation through Norwegian NGOs in South America

## 1. Background

For several decades Norwegian non-governmental organisations (NGOs) have been engaged in development cooperation in a number of South American countries, partly financed by the Norwegian Agency for Development Cooperation (Norad). An approximate total of between NOK 75 and 95 million annually has been channelled through Norwegian NGOs working in South America during the last five years.

Norwegian NGOs working in South America include missionary- and church-based organisations, secular solidarity-based organisations and the trade union movement. Many of their projects and programmes are directed towards traditionally marginalised groups (i.e. indigenous people) and include organisation building, strengthening of negotiation skills and watchdog functions, as well as environmental projects and projects related to production and marketing, and health and education related services. Consequently, while some organisations focus mainly on service-delivery related activities, others have adopted a more rights-based approach. It is, however, often difficult to differentiate between these two approaches, and many, if not most, NGOs tend to combine both approaches in their practical work.

The Norwegian Government is intending to extend and strengthen its development cooperation with South America. This intention has been reflected in its budget for 2007, and some of the budgetary increase for the region will be channelled through civil society.

In order to increase knowledge about development cooperation in the region through Norwegian NGOs, the Norwegian Ministry of Foreign Affairs and the Norwegian Agency for Development Cooperation (Norad) is commissioning a state-of-the-art study.

## 2. Purpose and Objectives

The state-of-the-art study should be structured and presented in such a way that it can contribute as input to the Government's policy development with regard to the proposed increased focus on South America in Norwegian development cooperation. It should present an overview of existing knowledge and perceived knowledge gaps, in order to also serve as an input to assess whether there is a need for further evaluation. The objectives, thus, are:

- Present an overview of the Norwegian NGOs that are, or have recently been, working in South America, focusing on their activities, thematic and geographical priorities, qualifications and practises. The overview should include the organisations' local partners.
- Identify and present an overview of existing knowledge and sources of information about the engagement of Norwegian NGOs in the region. This overview should include an assessment of the necessity for a comprehensive evaluation of the development cooperation through Norwegian NGOs in South America.

## 3. Scope and Focus

The study will concentrate on the present with regard to development cooperation, but should include the last 5 years in order to present a sufficiently comprehensive and complete overview.

In terms of geographical scope, the study should cover all countries in South America where Norwegian NGOs are engaged in development cooperation. However, over the last five years Bolivia, Brazil, Colombia, Ecuador and Peru together received more than 90 percent of the

development assistance channelled through Norwegian NGOs working in the region, and thus these countries constitute the main scope of the study. Amongst these, Bolivia and Brazil are the main recipients, and have been selected for field visits, which should provide more in-depth knowledge about the Norwegian NGOs' activities in these two countries.

The study should cover - but not necessarily be limited to - the following main components and underlying issues:

### **3.1 Overview and description of the development cooperation through Norwegian NGOs in South-America**

- 3.1.1 Present an overview of the Norwegian NGOs currently working in South America, their thematic and geographical priorities and their activities and presence/representation in each country. The overview should include information about the NGOs own views and statements regarding their role, performance and degree and particular area of competence, as well as about how they describe and document their added value. To the extent possible, these views should be tested against project reports and other sources.
- 3.1.2 Present an overview of the Norwegian NGOs local partner organisations. In addition to an overview of the local organisations' thematic and geographical focus, this part should include information about how the Norwegian organisations undertake partner assessments and selections, and information about the systems of quality assurance that are in place.
- 3.1.3 Present an overview of efforts towards coherence and coordination, including an overview of to what extent the Norwegian NGOs efforts are in line with the main current objectives of Norwegian development policy, as well as the extent to which efforts are coordinated with that of other NGOs, multilateral agencies and local and national authorities.
- 3.1.4 Present an overview of financial, organisational and administrative arrangements, including an overview of the systems and routines in place in connection with planning and budgeting. The information that is presented here should be related to the general framework and guidelines presented in the Norwegian "Development Cooperation Manual".
- 3.1.5 Primarily with reference to Bolivia and Brazil, present examples of activities/interventions, describing the logic and rationale behind the interventions, the cooperation with local partners, and the perceived performance. The overview should also to the extent possible assess whether the interventions have as their main intended target group(s) men or women, adults or youth/children, indigenous or other marginalised groups.
- 3.1.6 With particular reference to the Norwegian NGOs working in Bolivia and Brazil, present a summary of findings from relevant evaluations and reviews with regard to results and lessons learned so far.

### **3.2 Knowledge and knowledge gaps**

- 3.2.1 Present an overview of the systems and mechanisms for monitoring and evaluation employed by Norwegian NGOs working in South America.
- 3.2.2 On the basis of an assessment of the perceived state of knowledge and knowledge gaps in relation to the performance of Norwegian NGOs and their partners in South America, make an assessment of the need for an evaluation in this field, and suggest evaluation questions that such an evaluation could include.

## **4. Methodology**

In order to cover the areas presented above, this study shall include at least the following methods:

- Desk study – review of key documents
- Field trips to Bolivia and Brazil, meeting key personnel and partners, and gathering quantitative and qualitative, primary and secondary data.
- Structured/semi-structured interviews with key personnel at MFA, Norad, relevant Norwegian embassies, Norwegian NGOs both at headquarters and local offices, as well as local partners.

## **5. Qualifications**

The study should be undertaken by 1-2 consultants with the following qualifications:

- Documented experience with producing studies and reports of a similar form and magnitude.
- Good general knowledge of current Norwegian and international development policy
- Thorough knowledge of and experience from the South American region.
- Good knowledge of the area of civil society as a channel for development cooperation, including good knowledge of the main sectors and thematic areas that the Norwegian NGOs are working in.
- At least one member of the team must be able to communicate fluently in Norwegian and Spanish respectively. Knowledge of Portuguese would be an asset.

## **6. Reporting**

An inception report outlining the methodological approach and a detailed work plan shall be submitted to Norad's Evaluation Department for approval within three weeks of commencing the assignment. A draft report is to be submitted for comments. Lastly, a final report is to be handed over within two weeks after receiving comments to the draft report. The report should include information about methods used, questions asked and individuals interviewed. The final report should not exceed 30 pages, excluding necessary appendices and a two-page executive summary. The report shall be written in English, and the final report should be proofread and language vetted. .

Throughout the process, relevant parties will be consulted.

## **7. Tentative time table:**

- May 11th 2007: Commencement
- June 4th 2007: Inception Report
- August 20th 2007: Draft Report
- September 10th 2007: Final Report

## **8. Budget**

The maximum total budget for the assignment is NOK 400 000, including travel expenses and per diem.



**Norad**

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Opplag: 300

November 2007

ISBN 978-82-7548-246-2

