

Evaluation of Fredskorpset



Norad

Norwegian Agency for Development Cooperation

P.O. Box 8034 Dep, NO-0030 OSLO

Ruseløkkveien 26, Oslo, Norway

Phone: +47 22 24 20 30 Fax: +47 22 24 20 31

Layout and print: Grefslie Trykkeri

ISBN 82-7548-178-3

Evaluation of Fredskorpset

PEMConsult
in association with
Norwegian Institute of
International Affairs (NUPI)

October 2006

John Carlsen, team leader
Axel Borchgrevink
Anne Hege Simonsen
Svend Erik Sørensen
Sikitiko Kapile
Christine Katee
Gideon Mundugu
Refilwe Pitso

Abbreviations

CAD	Canadian Dollars
CCI	Canadian Crossroads International
CSN	Courses, Seminars and Networks
DAC	Development Assistance Committee, OECD
DMM	Der Mennesker Møtes (Bringing People Together)
ET	The Evaluation Team
FK	Fredskorpset
HRD	Human Resources Development
LDC	Least Developed Countries
MDG	Millennium Development Goals
MIS	Management Information System
MFA	Ministry of Foreign Affairs
MMP	Norad's MatchMaking Program
NGO	Non-Governmental Organization
NOK	Norwegian Kroner
NOMA	Norad's Programme for Master Studies
Norfund	Norwegian Investment Fund for Development Countries
Norad	Norwegian Agency for Development Cooperation
NUPI	Norwegian Institute of International Affairs
ODA	Official Development Assistance
OECD	Organization of Economic Co-operation and Development
SEK	Swedish Kroner
Sida	Swedish International Development Cooperation Agency
TOR	Terms of Reference

Table of Contents

Abbreviations	2
1. Executive summary	5
1.1 Background	5
1.2 Assessment of the Exchange Programme	5
1.2.1 Findings from Case Studies	5
1.2.2 The Management of the Programme Cycle	6
1.2.3 Findings and Conclusions Regarding the Exchange Programme	7
1.3 The Information and Communication Activities	8
1.4 Assessment of the Fredskorpset Organization and Management	8
1.5 Conclusions	9
1.6 Strategic Recommendations	9
2. Background	11
2.1 The Development of Fredskorpset from 2000 to 2006	11
2.2 The Terms of Reference of the Evaluation	13
2.3 The Methodology of the Evaluation	14
2.3.1 Approach	14
2.3.2 Concepts	15
2.3.3 Issues, Data and Processes	15
2.4 Limitations of the Evaluation	18
3. Assessment of the Fredskorpset Exchange Programme	19
3.1 Institutional Framework and Exchange Cycle	19
3.1.1 The Primary Programme	20
3.1.2 The South-South Programme	21
3.1.3 The Youth Programme	21
3.1.4 The Senior Programme	21
3.2 The Profile of Partnerships	22
3.3 The Profile of Participants	23
3.4 General Findings Regarding Stages in the Exchange Cycle	24
3.5 Specific Findings Regarding the Youth Programme	32
3.6 Specific Findings Regarding the Reciprocity of Partnerships	33
3.7 Fredskorpset Courses	35
3.7.1 The Preparatory Courses for Participants	35
3.7.2 Preparatory Course for Partners	36
3.7.3 Overall Assessment of Course Activities	36
3.8 The Exchange Programme and the DAC Criteria	37
3.9 Conclusions Regarding the Exchange Programme	39
3.10 Recommendations Related to the Exchange Programme	41
4. Assessment of the Fredskorpset Information and Communication Programme	43
4.1 The Legal and Administrative Framework	43
4.2 The Objectives, Strategy and Achievements	43
4.3 Assessment in Relation to DAC Criteria	46
4.4 Conclusions and Recommendations	46
4.4.1 Conclusions	46
4.4.2 Recommendations	47
5. Assessment of the Fredskorpset Management	48
5.1 The Legal and Institutional Framework	48
5.2 Strategic Planning	50

5.3	The Planning and Budgeting Process	50
5.4	Financial and Human Resources	51
5.5	Management Systems, Performance Criteria and Performance Assessment	52
5.6	Management Information System	52
5.7	The Management of the South-South Programme	53
5.8	Conclusions and Recommendations Regarding Fredskorpset Management	53
5.8.1	Conclusions	53
5.8.2	Recommendations	54
6.	Fredskorpset Compared to Similar Programmes and Modalities	55
6.1	Fredskorpset within overall Norwegian Development Assistance	55
6.2	Comparison with other Exchange Programmes	57
6.2.1	Sida's Exchange Programme	57
6.2.2	Canadian Crossroads International	58
6.2.3	Comparison with Fredskorpset	59
7.	Summary of Conclusions and Recommendations	61
Annexes		
	Annex 1: TOR of the Evaluation	64
	Annex 2: List of Institutions and Persons Consulted	71
	Annex 3: The Case Study Process and the Validation of Information	77
	Annex 4: Extract from Fredskorpset Internet Survey of for Participants	81
	Annex 5: The Media Profile of Fredskorpset	88
	Annex 6: The Fredskorpset Statutes	91

1. Executive Summary

1.1 Background

In 2000 Fredskorpset was re-established as an independent organization administratively under the Ministry of Foreign Affairs (MFA). The objective is to “assist in implementing the overarching aims of Norway’s collaboration with the developing countries”. In the Decision by Parliament (St.prp.nr. 67 (1998-99)) it is stated that Fredskorpset shall contribute to strengthening civil society in the South while promoting contact and cooperation between people and organizations in Norway and in the South.

Six years have passed and Fredskorpset has developed two main activity areas: (i) The exchanges of participants through partnerships and (ii) the information and communication on development issues through networking. By August 2006 Fredskorpset employs 26 staff in Norway, six contracted staff in three regional offices in the South, and operates on a budget of NOK 165 mill.

MFA considers it timely to take a closer look at the development of the organization throughout the 2000 to 2005 period, and to assess what role the organisation plays today, and whether any changes are called for. Therefore, Norad’s Evaluation Department in the spring of 2006 commissioned an evaluation of Fredskorpset. (See Terms of Reference (TOR) in Annex 1). They state that the evaluation is to be formative with a strong learning element. The main users will be MFA and Fredskorpset.

1.2 Assessment of the Exchange Programme

1.2.1 Findings from Case Studies

The assessment of the Exchange Programme on the basis of the case studies is done at the following levels in relation to the overall objectives of Fredskorpset:

Target Group	Objectives	Achievements
Participants from South	Enhanced attitudes, knowledge and skills	Mostly very high. Often resulting in improved c.v. and career options. This could be further enhanced by combining on-the-job training with courses and e-learning.
Participants from Norway	Enhanced attitudes and knowledge	Mostly high, but sometimes with frustrations concerning inefficient partners: mostly in the South, but sometimes in Norway. Improved career options.
Institutions from South	Enhanced capabilities in development oriented services delivery ¹	Not so high for several reasons: <ul style="list-style-type: none">• Capacity needs assessment can be improved. The fundamental problem in most institutions is shortage of funds.• Participants are often not recruited from within and often not returning to the organization. The age criterion is a constraint especially for women. Shortage of funds has negatively affected capacity to retain participants.• Capacity building work by participants not systematic.

¹ It has been suggested by Fredskorpset to include internationalization, international cooperation and networking among the objectives, but in the assessment of the ET, this can only be justified when it is an explicit objective of the partner organisation in the South, and included in the partnership agreement.

Target Group	Objectives	Achievements
Institutions from North	Enhanced capabilities in internationalization and international enhanced cooperation and networking	Not so high for several reasons: <ul style="list-style-type: none"> • Participants often not recruited from and not returning to organization. The age criterion of the Primary Programme is a constraint especially for women. • Capacity building work by participant(s) often not well planned and implemented
Society in South	Development and Good Governance	The potential is very high, but not as yet fully utilized. Most partners are doing valuable development work. If capacity building can be enhanced and exchanged participants are retained for some time, the development impact and sustainability can be very high.
Society in North	Enhanced knowledge and engagement	It is primarily the Youth Programme which aims at information dissemination to society at large. (In addition there are also the indirect and unsystematic effects of returned participants from the other programmes, through their personal networks. The extent of these effects is hard to assess.) For most youth exchanges, the achievements here are high.

There are important differences between the four programmes:

1. In general the South-South partnerships are very successful also with regard to capacity building. The reasons are (i) that the exchanges are often based on a participatory capacity needs assessment, (ii) that the participants quickly become efficient in their new organization, and (iii) that the monitoring from the South regional office is very professional and very effective. A few partnerships are managed by the regional office of a Norwegian institution. This has had a negative impact with regard to capacity building.
2. The Youth Programme focuses on attitudes and knowledge of participants and dissemination of knowledge at home. Youth partners have their own extensive preparatory programme and they have a well prepared plan for dissemination of the knowledge acquired abroad. The average length is 10 to 11 months, six of which are abroad. It is likely that the cost effectiveness can be enhanced by reducing the length of the stay abroad so that more youth can benefit from the programme.
3. The Primary Programme and the Senior Programme have experienced difficulties in recruiting qualified participants from among the staff of the partner organizations. One of the reasons is the age group definitions, which act as a serious constraint for recruitment, particularly for women from the African partner organizations. Indirectly the age group requirement is a serious limitation for the fulfilling of the capacity building objective of the Primary and Senior Programme.

1.2.2 The Management of the Programme Cycle

The case studies identified success factors throughout the exchange cycle. Subsequent discussions with Fredskorpset made it clear that significant improvements in management routines had been introduced since the case study exchanges was planned and initiated. The discussions also identified areas of potential additional improvements. The most important areas of future improvements are listed below.

Project idea. There are few partnerships in the priority areas of good governance and public-private-sector partnerships. Fredskorpset has initiated special measures and may use special conferences in order to promote “relevant partnerships”.

Quality of Feasibility Study and Planning Process. Partnerships are granted funds from Fredskorpset. The amounts spent are significant, but the outcome is often poor because many partnerships are dominated by the North partner and because only few partners have relevant skills and experience to undertake an in-depth study and to translate it into a coherent capacity building programme. Hiring a local consultant for a few days can improve the feasibility study significantly at a moderate cost. Fredskorpset staff could benefit from courses in capacity and training needs assessment and capacity building methodologies.

Preparation of Partners. This has been significantly improved since 2004. But except for the South-South Programme, training is mainly directed at North partners, while South partners often remain less prepared and with less information about the Fredskorpset programme. Moreover, the primary partners are yet to fully implement the guidance provided by Fredskorpset. Fredskorpset needs to improve its monitoring of the primary partners.

Preparation and Utilization of Participants. Participants are generally well prepared by the Fredskorpset preparatory course. Some have noted a need to improve the quality and management of the courses in South. However, the preparation and utilization of the participants in the actual work in the host partner organization is often poor. This is the responsibility of the partner organizations, but Fredskorpset needs to provide guidance to organizations, which do not have competences and routines to make efficient use of their staff. Fredskorpset also needs to monitor that the participants are well utilized as a resource in accordance with the capacity building plans of the partnerships.

Fredskorpset Monitoring of the Partnerships. The initial philosophy was that partnerships were equal and should be “self-monitoring”. Fredskorpset have realized that a more pro-active role is required in order to ensure optimum benefits. Still, a complete monitoring programme including the secondary South partners needs to be developed.

Handing Over. Some participants have left their host organization without ensuring that the “results” are shared and sustained. A few have terminated the contract prematurely because of unresolved problems. The Fredskorpset procedures for handing over, debriefing and coming home can be further improved. It is important that the home-coming seminar for participants and partners continue to be used as part of the institutional learning.

Follow-up information dissemination. The one-month obligatory information dissemination after return is not given systematic emphasis, and there is a lack of compliance with this obligation in many cases. Fredskorpset should introduce mechanisms to ensure that this requirement is adhered to in the future.

Phasing out of Fredskorpset support. According to Fredskorpset guidelines, partnerships can be supported for a maximum of three to five rounds of exchanges, but there are no guidelines on how Fredskorpset resources can be phased out and other resources phased in in order to enable partners to continue their cooperation in accordance with the overall objective of Fredskorpset. There is a need for Fredskorpset to develop special guidelines and perhaps special support modalities for a “phasing out strategy.”

1.2.3 Findings and Conclusions Regarding the Exchange Programme

The Fredskorpset Exchange Programme has demonstrated its potential as a capacity building programme. The relevance of the partnership portfolio as well as the services delivery of most South partners is high in relation to (i) the objectives of Norwegian Development Assistance and (ii) the host country development priorities. Most partners are implementing activities directly related to the Millenium Development Goals (MDG). Therefore the potential benefits of enhanced capacity are high, and the impact and cost-effectiveness are gradually improving.

Fredskorpset has demonstrated its capacity to refine the programmes and strengthen the facilitating framework and its support to the partners in the implementation of the exchanges. However, there is still considerable room for improving the impacts.

1.3 The Information and Communication Activities

The Board is responsible for Fredskorpset's communication strategy, and it has also been guided by the MFA. The strategy documents are very broadly formulated, stating e.g. that Fredskorpset is supposed to contribute to "a more equitable sharing of the wealth of the world" and that the communication activities are supposed to contribute to "insight and involvement" in North-South and development issues.

The lack of more operational objectives is reflected in the management of the activities. Even though most of the Fredskorpset information and communication activities seem relevant, there is no consistent strategy connecting them. The activities are distributed between two different departments, each with its own plan of action.

The Fredskorpset philosophy sees the participant as a change agent. The communication activities of the participants are an essential part of at the communication activities of Fredskorpset. However, this is not reflected in the management of the communication activities of the participants, which is basically the responsibility of the partners. Neither of the Fredskorpset departments concerned with communication is directly responsible for the obligatory information dissemination activities of the participants.

Fredskorpset has used public events to establish an impressive network of local communities all over Norway. This is potentially of great value to the Fredskorpset partners and participants as well as the communities themselves. These events also represent a unique, but still relatively un-exploited platform for public debate about topical and fundamental North-South and development issues. A study of the "Bringing People Together" events was undertaken in 2005. However, there is a need to continuously assess the impact of the communication activities directed at the public.

1.4 Assessment of the Fredskorpset Organization and Management

The Fredskorpset organization is small, un-bureaucratic, flexible and service oriented.

MFA exercises its overall responsibility via the annual budget appropriations and the related instructions regarding priority themes. Through the annual budgets new programmes and responsibilities have been introduced and its implementation is monitored via a half-annual review meeting during which Fredskorpset presents progress report.

MFA appoints a Board with seven individual members representing different parts of the country, civil society and business. The role of the Board is to act as a link to the daily management in respect of guidance as well as supervision. During its first years the Board was uncertain about how to best fulfil its role and got involved in detailed daily management issues. Later it has been acknowledge that the role of the Board is to guide and to supervise on behalf of MFA.

The daily management rests with a Director who has delegated responsibilities to his organization consisting of 26 staff in Norway and a small team of contracted personnel in three regional offices in Kampala, Lusaka and Bangkok, respectively.

The Board - and at a few times the MFA - has, contrary to the intentions of the Statutes, engaged in operational matters, but the management of Fredskorpset has by and large been sufficiently flexible and effective to ensure the implementation of the Fredskorpset objectives and plans.

Initially the daily management of Fredskorpset seems to have been too optimistic about what could be left to the partners and to the participants, but over the years the daily management has become increasingly aware of the strengths and weaknesses of its organization.

The management is in the process of integrating the regional offices into the Fredskorpset organization in order to utilize the experience of the South-South Programme and provide a stronger platform for internal capacity building and institutional learning.

A cost effective and transparent Management Information System (MIS) needs to be introduced as the organisation grows.

1.5 Conclusions

Fredskorpset is a relevant and reasonably effective mechanism for the implementation of the overarching aims of Norway's cooperation with the developing countries. By combining objectives of development in the South and increased knowledge and involvement in Norway, and by its particular modality of exchange of people, it fills a niche within Norwegian development assistance.

With an enhanced utilization of the opportunities which the exchange programme through partnerships offers for human resources development and capacity building in the developing countries it can become an example for other donors to follow.

Fredskorpset offers an excellent opportunity for individuals and institutions in Norway to participate in international development work. The individuals are getting exposure, knowledge and invaluable social and communication skills. Already experienced institutions have been given a mechanism to maintain relationships with partners, and newcomers among public and private sector organizations have been provided with a facilitating framework for international networking and capacity building.

1.6 Strategic Recommendations

Operational recommendations are presented in the main text of the report. Recommendations of strategic importance are presented below:

Recommendation One: MFA should not add too many responsibilities on top of the existing ones so that Fredskorpset can be given time to focus on its core business.

Recommendation Two: The Board should introduce a performance based planning and budgeting system taking its point of departure in performance indicators. The 2006-2011 Strategic Plan should become an Action Plan directly linked to a financial framework and the annual work plans and budgets. The Board should present a proposal for a three year indicative financial framework for MFA.

Recommendation Three: Feasibility studies must identify tangible outputs, and these should be utilized to establish a simple performance indicator system. This must be used as a MIS to guide partners as well as Fredskorpset managers in their efforts to improve the quality of the exchanges.

Recommendation Four: The Senior Programme is expensive and has not as yet added value. The unintended constraint of the age limitations of the primary programme needs urgent attention. Merge the Senior and the Primary programmes and let exchanges be flexible within a framework focusing on the needs of the partners for capacity building.

Recommendation Five: Expertise in capacity building should be made available to partners. A simple solution would be to make "specialists" available through networks in the South for the feasibility study.

Recommendation Six: Partners sometimes need additional financial resources in order to ensure that enhanced skills of participants can be used for the benefit of the South organization and its clients for an extended period of time. The existing option to include additional activities in the budget, such as local seminars and workshops, should be utilized more actively.

Recommendation Seven: The engagement and experience of the participants should be integrated as part of the Fredskorpset information and communication strategy. The participants can be better utilized through improved planning focusing on the immediate network of the partner organization and the participant itself. The one-month follow-up period should be put to better and more systematic use.

Recommendation Eight: The public events organized by Fredskorpset have resulted in an impressive network in local communities in Norway. These events should be further developed to serve as a platform for public debate about topical and fundamental North-South and development issues.

Recommendation Nine: Fredskorpset should intensify its monitoring of the North-South exchanges, in particular in the South. This is probably most easily done through giving the regional offices this responsibility in addition to their current tasks with the South-South Programme.

Recommendation Ten: The responsibilities of the regional offices have been increasing with the number of active partnerships, partners and participants. Therefore, Fredskorpset need to consider its organizational structure in the South. The 2006-2011 Strategic Plan should include an organizational development plan and a human resources development plan, which utilizes potential synergies and integrates the Secretariat and the regional offices in terms of management systems and staff experience and competences.

Recommendation Eleven: The Board should review ways and means of enhancing the influence of the South partners at the Board level, and prepare practical proposals – such as video conferences – for enhancing the influence of South interests in the Board.

2. Background

2.1 The Development of Fredskorpset from 2000 to 2006

The "old" Fredskorpset, originally established in 1963, was a volunteer service, which aimed at making medium level professional skills available to the countries of the South, while at the same time providing idealistic young Norwegians the opportunity to engage in development work in the South. Establishing bonds between individuals and countries – "bridge-building" - has always been central for the justification of Fredskorpset. The old Fredskorpset was discontinued in 1999. It was assessed as no longer in accordance with the needs in the developing countries and the original aims of Fredskorpset. The institution was seen by many as becoming increasingly similar to the Technical Assistance programmes, which were criticized as an in-effective way of transferring know-how and in the process losing much of the grassroots orientation and idealism fundamental to the original idea.

The new Fredskorpset was established in 2000. New statutes establish the framework for Fredskorpset as an autonomous organization under the MFA. It differs fundamentally from the old model:

Firstly, it is no longer a volunteer programme, but a mutual exchange programme between partner institutions. Not only do Norwegian participants work in countries in the South, but participants also come from the South to work in Norway, or are exchanged to other countries in the South.

Secondly, the new programme is based on a partnership model: Exchanges are organized and implemented by partnerships between institutions in Norway and partner institutions in the South. This includes public institutions and civil society organizations as well as private companies. Supporting a multitude of different partnerships is an explicit objective in the statutes of Fredskorpset.

Thirdly, Fredskorpset - as a Public Administration agency with special privileges - primarily acts as a facilitator and funding institution which provides the management framework for the exchanges of personnel between these partner organizations. This means that Fredskorpset has the responsibility for establishing the framework and requirements for the partners participating in the exchange programme, as well as aiding them in the planning process, the recruitment and preparation of participants and overall quality assurance. Fredskorpset does not have employer responsibilities for the exchange participants, nor is it responsible for developing partnerships or plans for exchanges. These responsibilities rest with the partners themselves.

These characteristics all imply a strong focus on equality and reciprocity between North and South, values which are also explicitly stated in the statutes of the organization.

Finally, the new Fredskorpset was established as a separate state institution (statlig forvaltningsetat med særskilte fullmakter), under the Ministry of Foreign Affairs. (The implications of this institutional status are described in Chapter 5.1.)

According to the statutes, the objective of Fredskorpset is to contribute to the realization of the overarching aims of Norwegian development assistance: Contribute to lasting improvements in economic, social and political conditions of the developing countries.

Within the scope of its objectives, Fredskorpset will:

- promote reciprocal learning
- assist participants in transferring knowledge and experience back to their own societies
- contribute to developing and strengthening civil society in developing countries
- strengthen local organization and democratic structures in developing countries
- empower people to set and achieve their own development goals
- promote greater participation by developing countries in international cooperation.

In order to perform these tasks, Fredskorpset shall support organizations and institutions in Norway and in developing countries (collaboration partners) which collaborate through their own staff (Fredskorpset participants).

Fredskorpset will support partnerships in countries on OECD's list of countries approved as recipients of Official Development Assistance (ODA), and at least 50 per cent of Fredskorpset funding should go to activities which include the least developed countries (LDC). In addition to the framework established by the statutes, Fredskorpset is also instructed through the yearly appropriation letters from the Ministry of Foreign Affairs, setting priorities for the coming year. Minor revisions to the statutes were made in 2004.

The Board and Secretariat of Fredskorpset started working in 2000, and the first partnerships were approved and the related exchanges took place in 2001. Fredskorpset has grown very fast over the period, as indicated by Table 1. At the moment, there are 26 staff in Norway (three of them at regional course offices in Kristiansand, Bergen and Tromsø), and in addition, six people are working on contract out of regional offices in Africa and Asia. The total budget for 2006 is NOK 165 millions, which is equivalent to 0.9 per cent of Norway's ODA (NOK 18.5 billion in 2006).

Table 1 Fredskorpset 2001-2005

	2001	2002	2003	2004	2005	Total
Active primary partners (ultimo)	22	No data	76	104	102	-
Partnerships*	22	73	90	130	140	-
Partner institutions**	64	160	289	291	377	-
Participants exchanged	61	347	350	502	545	1805
Countries involved	26	50	65	60	54	-
Budget (mill. NOK)	23	83	120	135	145	671

Notes:

* Some partners are involved in more than one partnership, so the number of active collaboration agreements is slightly higher.

** The figures for partnerships and partner institutions are cumulative.

Source: Fredskorpset.

From the outset, the basic model for the exchanges was established. Partners are responsible for developing the plans for the exchange, and may receive funding from Fredskorpset for this process (termed Feasibility Study). Recruitment of participants is also the responsibility of the partners, while Fredskorpset takes a strong role in preparing them through the obligatory three weeks preparation course (originally this was four weeks). After the exchange period, the participant has an obligatory period of "follow-up activities", normally a month, which should be used for information dissemination, originally focussed on the home partner organization as well as society at large, but lately with a clear focus on the partner institution and its network.

While this basic model has been adhered to, Fredskorpset has continuously modified and developed its routines. Course contents, planning formats, partner requirements, forms of monitoring and follow-up, economic arrangements and contracts have been revised and refined over the years, in response to experiences gained, feedback from partner institutions and participants, and findings from the internal reviews and evaluations initiated by

Fredskorpset itself. Furthermore, Fredskorpset has gradually diversified into four different programme lines. In addition to the Primary Programme, there is a South-South Programme facilitating exchanges between partners in countries of the South, a Youth Programme and a Senior Programme. (These individual programmes are further described in Chapter 3.1.)

In addition to the exchange programmes, Fredskorpset does a substantial amount of work related to information dissemination. This is aimed at aiding returning participants disseminate their knowledge, and in fulfilling the obligation placed on Fredskorpset from 2004, to be one of the partner institutions implementing the campaign in Norway for the Millennium Development Goals (MDG). This information activity takes the form of creating networks and arenas for debate, local events, and conferences. While the major thrust of this work is directed towards Norway, Fredskorpset also arranges network activities and conferences in key countries in the South.

2.2 The Terms of Reference of the Evaluation

In March 2006 a tender was announced for an evaluation of Fredskorpset, and by mid-May 2006 the Evaluation Department of Norad informed that PEMconsult A/S in association with the Norwegian Institute of International Affairs (NUPI) had been selected to carry out the evaluation.

The evaluation covers the period from the establishment of the new Fredskorpset up until mid-2006, and the main purpose is:

- a) to help determine how and to what extent the work of Fredskorpset concurs with the overall objectives of Norwegian development cooperation,
- b) to provide recommendations regarding the future role of the organization, and
- c) to provide useful data on performance and goal achievement as a basis for learning for Fredskorpset, partners and individual participants.

TOR further states that the evaluation is to be formative with a strong learning element, by generating knowledge and creating discussions. The main users of the evaluation results will be MFA and Fredskorpset. The evaluation will mainly apply the evaluation criteria of relevance² and effectiveness³. In addition, the evaluation will address the efficiency⁴ of Fredskorpset compared with similar programmes and modalities supported by Norway or other donors. To the extent possible, aspects of impact⁵ should be included.

In its proposal the PEMconsult/NUPI team emphasized the learning aspects of the evaluation, included the sustainability of benefits as an additional assessment criteria and demonstrated how a “case study” approach to the collection of information regarding exchanges could generate illustrative examples which could contribute to a better understanding of cause-effect relationships and provide important information on factors contributing to success in the partnerships.

The Inception Report included a detailed description of the methodological design and an assessment of relevant programmes and modalities for the comparative analysis related to the assessment of the efficiency of Fredskorpset. The Inception Report was presented to the Reference Group of the evaluation⁶ for comments and to the Norad’s Evaluation Department

2 Definition of relevance: “The extent to which the objectives of a development intervention are consistent with beneficiaries’ requirements, country needs, global priorities and partners’ and donors’ policies” (Glossary of Key Terms in Evaluation and Results Based Management, OECD/DAC, 2001).

3 Definition of effectiveness: “...an aggregate measure of (or judgement about) the merit or worth of an activity, i.e. the extent to which an intervention has attained, or is expected to attain, its major relevant objectives” (ibid.).

4 Definition of efficiency: “A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results” (ibid.).

5 Definition of impact: “Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended” (ibid.).

for approval. The Final Inception Report was approved by Norad's Evaluation Department on July 6th 2006.

2.3 The Methodology of the Evaluation

The aim of the methodology of this evaluation has been to ensure overall quality of the evaluation as defined in the evaluation guideline suggested by the Norad Evaluation Department.⁷ The quality of any evaluation is determined by four factors: Propriety, feasibility, accuracy, and utility.⁸

Propriety factors refer to the ethics of evaluations which must always be undertaken with the full consent of and with due regard to the welfare of the affected people.

Feasibility factors refer to the need to ensure that evaluations are realistic and efficient. If the cost of an evaluation cannot be justified by the usefulness of the results to the intended users, it should not be undertaken.

As argued below the four factors have been adequately taken into consideration in the applied approach, which however also have had limitations as explained in section 2.4.

Annex 3 contains a detailed description of the case study process including the verification of information.

2.3.1 Approach

TOR provides guidelines regarding the approach by pointing out that the objective is to generate knowledge and understanding in order for the MFA, Fredskorpset, partners and individuals to learn from the six years experience of the new Fredskorpset since 2000.

In order to achieve this in the most cost effective manner the ET proposed a participatory approach which included the Fredskorpset stakeholders in the design, planning and implementation of the evaluation.

TOR also provided the criteria against which the performance of Fredskorpset should be assessed and the ET in its technical proposal pointed out that any assessment of relevance, efficiency, impact, effectiveness and sustainability would involve an element of subjectivity. In order to minimize the negative influence of subjectivity and at the same time enhance the probability that the recommendations of the evaluation would be "owned" by the stakeholders and therefore be implemented, the ET suggested applying a phenomenological approach.

Such an approach recognizes that any assessment of "reality" at least within the social sciences is subjective. A phenomenological approach, therefore, does not struggle to achieve "objectivity". The aim is to seek consensus with the stakeholders with regard to actual measurement of the criteria of relevance, positive impacts, and the sustainability of benefits. This is also the case with regard to what would have been the "without the project" most likely alternative. Only then it is realistic that the stakeholders and the evaluators will agree on the assessment and only then the evaluator will be able to develop recommendations which are likely to be implemented.

In short, the phenomenological approach applied in this evaluation extends the participation of stakeholders beyond the design, planning and data collection phase. Stakeholders are also involved in determining the application and measurement of the performance criteria and in the discussion of the result, i.e. the performance. The phenomenological and participatory

⁶ The Reference Group consisted of representatives of all stakeholders such as MFA, the Board, the Norwegian partners and participants and the Deputy Director of Fredskorpset. Its role has been to advise the Evaluation Department on TOR and to comment on draft reports prepared by the ET.

⁷ Norad uses the Sida Guideline: Looking Back, Moving Forward, Sida Evaluation Manual, Sida 2004.

⁸ These concepts are defined in the Sida guideline, op.cit p 21-22.

approach ensured that all four evaluation quality factors were taken into consideration.⁹

2.3.2 *Concepts*

While the evaluation criteria are clearly defined in the TOR, other important concepts such as “mutual learning” and organizational development and capacity building are not defined.

In order to ensure a common understanding of the objectives, roles and procedures of Fredskorpset the ET had several meetings with the Fredskorpset management team in the inception phase as well as during and after the fieldwork.

At the end a high degree of consensus has been achieved. However, it should be mentioned that while the ET has been arguing for a firm definition of the objectives and a clear distinction between participant exchange as the goal and the learning of the individual as a means, Fredskorpset has been more inclined to consider both individual learning and capacity building of institutions as important objectives. The implication has been a tendency to consider a partnership successful as long as just one of the objectives has been achieved.

Fredskorpset has also suggested a broader definition of capacity building than the ET which has argued for a capacity building definition taking its point of departure in Institutional and Organizational Development Theory. According to the ET definition enhanced capacity has been generated when an organization can generate and distribute its services to its target group in a more cost-effective manner. According to Fredskorpset internationalization should be included as an element in the definition of capacity, but in the perception of the ET internationalization is not an objective but a means to achieve an objective. The implication is that according to the Fredskorpset definition a partnership between international partners may always be positive because it necessarily enhances international cooperation and “internationalization”. The ET finds this definition “tautological”, and thus not well suited for evaluation purposes.

Therefore, the ET assesses partnerships which do not generate benefits beyond those of the individual participants as not having fully utilized the potential of the partnership exchange programme, and the ET does not consider international cooperation in itself as an indicator of capacity building.

2.3.3 *Issues, Data and Processes*

A summary of issues, the data and their sources are presented below in Table 2. The Table also includes information on how the ET attempted to verify all data through interviews with different stakeholders such as primary or secondary partners, the colleagues of the participants and/or the Fredskorpset administrative officer in charge.

⁹ Initially, this approach was also used with the partners and participants interviewed, as the conclusions regarding the individual partnerships were written up and sent to the interviewees for comments. However, due to the fact that these case descriptions would not be reproduced in the report anyway, the time-consuming nature of the procedure, and the scarcity of relevant feedback received, this approach was discontinued. It was used in approximately 75 per cent of the partnership sample.

Table 2: Methodology of the Evaluation – an overview

Issue	Data	Sources of Information	Method of Verification
<i>1. Exchange Programme</i>			
1.1 Framework and roles of stakeholders	Description of FK Regulation, Rules and Procedures	FK documents, interviews with MFA, FK management, FK partner and participants	Feedback discussions with FK management, FK Board and MFA
1.2 Preparation, planning and implementation	Description of identification and assessment of partners, feasibility studies and partnership agreements, and data regarding the work of FK Staff, partners and participants	FK Guidelines and course programmes, Partner and participants contracts, progress reports and monitoring reports and interviews with FK Staff, partners and participants	Discussions with FK staff, comments on written draft case studies by participants and partners, follow up discussions with selected partners in Norway
1.3 Outputs, impacts and achievements of objectives	Data from case study interviews and e-mail questionnaire to Norwegian participants ¹⁰	Partners, participants and colleagues interviews	Partners and former colleagues in partner organization. Discussions with FK Management and Staff
<i>2. Information and Communication Activities</i>			
2.1 Objectives, target groups and activities	Descriptions of policies, strategies and activities	FK documents, interviews with FK Staff	Interviews with stakeholders
2.2 Preparation, planning and implementation	Description of planning and implementation activities	FK documents, interviews with FK Staff	Not verified
2.3 Outputs, impacts and achievements	FK statistics	FK documents and interviews with FK Staff	Not verified
<i>3. Management of Fredskorpset</i>			
3.1 Systems and procedures	Description of systems and procedures	Interviews with FK management and staff, observations from studies of programme activities.	Stakeholder interviews
3.2 Achievements	FK statistics regarding achievements and data from interviews	Annual reports and progress reports. Interviews, observations and Exchange Case Studies	Case Studies and stakeholder interviews
<i>4. Efficiency Compared with other relevant programmes</i>			
4.1 Norwegian ODA	Description and evaluations of relevant programmes	Official Norwegian documents	Comparative qualitative analysis
4.2 Swedish and Canadian programmes	Description and evaluations of relevant programmes	Official documents and interviews (face-to-face and email)	Comparative qualitative analysis

¹⁰ The ET managed to include some of its proposed FK questions in the survey conducted by Fredskorpset in August 2006. The findings of relevance to the evaluation are included in Annex 4, and analysed in sections 3.3 and 3.4.

The strength of the participatory approach to the case studies was very obvious in the data collection process as well as in the verification and analytical phases of the process.

The ET prepared case studies of all active partnerships (and a few terminated ones) in four countries with a total of 107 partners of which 66 were interviewed (Table 3).

Table 3: Partners interviewed

Case study countries	No of partners	Interviewed
Kenya	19	16
South Africa	16	16
Tanzania	33	16
Uganda	39	18
Total	107	66

Subsequently, the ET followed up with partners in Norway, where more than 25 partners were visited.

The first meetings were conducted with partners and participants in Tanzania, Kenya, Uganda and South Africa.

As a minimum the representatives of Fredskorpset participated in the initial phase of the meeting with the partner and in many cases attended the full meeting. They were therefore in a position to provide clarification in the many cases where the information given to the ET in the first place was incomplete and sometimes misleading.

Often the documents presenting the planned exchanges – (i) the partnership agreement, (ii) the collaboration agreement between the primary partner and Fredskorpset, and (iii) the participant’s contract – had been revised several times without the preparation of an addendum to the contract. The participation of the Fredskorpset representative in the initial stages of the case study interviews ensured that the information given was immediately corrected and issues clarified.

The subsequent meetings with primary partners of the North-South programmes in Norway provided additional information which often enabled the ET to understand more aspects and dimensions of the exchange. The participation of Fredskorpset in a few of these interviews or in subsequent exchanges of information provided additional insight and verification of information. Theoretically, the participation of Fredskorpset in these interviews could have reduced the free flow of information, but this was avoided by the ET, which decided which interviews should be conducted without the presence of the representative of Fredskorpset.

Finally, discussions with the programme management verified the findings of the case studies and provided additional information with regard to steps already taken to address general weaknesses observed in the case studies as well as in the Fredskorpset monitoring of the partnerships. In the same process the needs for additional management support to various stages in the partnership exchange process were identified and potential cost-effective interventions were jointly assessed.

The case studies were used as illustrative examples to discuss relative strengths, weaknesses, opportunities and threats (SWOT) of Fredskorpset with its management team. And it was used as an indirect assessment of the Fredskorpset monitoring and management information system. Often the illustrative examples were known by the Fredskorpset Secretariat from the point of view of the Norwegian partner, and it clearly demonstrated the bias of the Fredskorpset framework of support (including its monitoring system) of the North-South partnerships in favour of the Norwegian partners who are already favoured and most empowered by the fact that they control most partnerships.

2.4 Limitations of the Evaluation

In order to achieve the learning objective of the evaluation the ET decided (i) to use a case study approach and (ii) to focus on the verification of the logical frameworks of active partnerships assuming that these would be well planned and reflect the “state of the art” with respect to the preparation and implementation of partnership based exchanges.

This approach has obvious limitations with regard to the general validity of the findings:

1. By focussing on active partnerships the ET may have excluded cases which were so successful that there was no need for additional support from Fredskorpset, or cases which were so unsuccessful that the partners decided to terminate the partnership. The decision to focus on active cases may have resulted in a too positive or in a too negative assessment of the Exchange Programme of Fredskorpset. The decision to limit case studies to five countries – Tanzania, Uganda, Kenya, South Africa, and Norway – could have lead to the same result.
2. By excluding the most recently approved partnerships – yet to be implemented – the ET is unable to assess the impact of the most recent changes in the supportive and management framework of the Fredskorpset. The case study findings relate to partnerships and exchanges planned and prepared more than a year ago and the ET can only speculate on the likely impact of the improved Fredskorpset procedures.

In spite of the efforts of the ET to verify information we will not claim that our findings are accurate. As stated in the Sida guidelines referred to above, accuracy is not an end in itself, but we should strive for the level of accuracy which can be accepted by the users of the evaluation.

Therefore, the possible inaccuracy caused by the focus on active partnerships and of excluding partnerships in Asia and Latin America has been discussed with the management of Fredskorpset and with the reference group of the evaluation. The Fredskorpset management confirms that the case studies have identified the issues of relevance for improving performance in the future. Inclusion of more of the terminated partnerships would just have re-emphasized the need for preparing better for the capacity building aspects of the partnerships. The four quality criteria of evaluations are well balanced in our methodology.

Finally a comment on the credibility of the evaluation: During the inception phase stakeholders warned that participatory and evaluations based upon a consensus seeking rather than an “objective” approach, which aimed at “learning”, could be considered as not being impartial.

This is a very critical point for any evaluation, and the ET has to acknowledge that in spite of the many efforts to verify all information, the result may not be as “objective” as possible. However, any attempt to further verify the results would have required substantial resources and have increased the cost of the evaluation beyond its user-value.

The Sida Guidelines¹¹ state that the credibility of evaluations depends upon three factors:

1. The evaluators must be accepted as impartial and unbiased by all;
2. The evaluators must be technically and culturally competent; and
3. Methods and resources for data collection must be regarded as appropriate.

These criteria are interesting because they are all subjective. It is obviously not the business of the ET to assess any of these points, but by presenting the methods and resources as well as the methods of validating the findings clearly we hope to have contributed to the credibility of the evaluation.

11. Sida op. cit. p. 22.

3. Assessment of the Fredskorpset Exchange Programme

3.1 Institutional Framework and Exchange Cycle

As the overall responsible for the exchange programme, Fredskorpset has established the institutional and legal framework and act as the regulator as well as the facilitator of the exchanges. The exchanges are implemented by the partner institutions, while the participants are the individuals actually exchanged. The idea of the exchange programme is that participants should be staff of the partner institutions, who on their return will pass on knowledge and skills to their colleagues and hence contribute to capacity building of their institution. This section starts with an overall presentation of the framework and the mechanisms that make up the exchange programme, and will thereafter describe the special characteristics of the individual programme lines.

The logic of the program is that through the exchange of personnel, one shall achieve the twin objectives of (i) contributing to development in the South (in the form of capacity building of partners) and (ii) increased knowledge, understanding and interest in North-South issues in Norway. The exchange of participants is targeted to achieve different objectives in the North and in the South (information in Norway, development in the South). This has created some dilemmas. Fredskorpset has for instance struggled with defining which follow-up activities the South participants should have, and what the objectives of these should be.

An exchange project normally starts with a Norwegian institution (civil society organization, public institution or private company) asking Fredskorpset for support for a feasibility study. (This is different for the South-South-programme. See below.) In the first years, Fredskorpset was quite active in making its programme known and encouraging institutions to apply. Currently, as demand is more than matching Fredskorpset's possibility for funding exchanges, the institution does not wish to create expectations that cannot be met, and is less active and more focussed in promoting its services. Similarly, Fredskorpset is now also more restrictive in approving applications for feasibility studies, normally requiring that the South partner institution is already identified, and giving priority to cases where there is an already established relationship between the partners. Fredskorpset organizes partner courses for new exchange coordinators of North partner institutions. The partners are responsible for recruiting and contracting the participants.

The feasibility study normally involves a visit from the primary partner to the South partner(s) and a return visit to Norway. The purpose of the feasibility study is to undertake a capacity needs assessment and to explore the potential for an exchange of personnel between the partners, and to arrive at an agreement on how this should be implemented in order to achieve the objective. Until recently Fredskorpset has not been directly involved in the preparation of the feasibility study, but since 2005 it has been decided to have a joint meeting with the partners in order to ensure that all aspects have been properly assessed. In the South-South programme the regional office has arranged and taken part in pre-project feasibility study seminars.

The feasibility study itself is not presented in the form of a report. The product of a successful feasibility study is a signed partnership agreement according to the Fredskorpset format, with an annex detailing objectives and activities of the exchange, and the required skills of the participants. These documents then serve as the application to Fredskorpset for support for the exchange, and if approved, also as the reference documents for the collaboration

agreement between Fredskorpset and the primary partner. Fredskorpset will give a grant to the primary partner which should cover allowance and benefits for the participants, travel costs, and some administrative costs for the partner organizations.

The first exchange activity is a preparatory course for the participants, organized by Fredskorpset. Except for the South-South programme, these courses are held in Norway. A key idea is that participants live together at the course venue, and that the courses bring together people from North and South. The length and the content of the courses have varied. Currently the Primary Programme course lasts for three weeks.

The exchange is implemented by the partners. Difficulties arising during placements are managed by the partners themselves, and only in exceptional cases there will be any direct role of Fredskorpset, apart from that of giving advice to the primary partner. The idea is that a partnership is represented by the primary partner vis-à-vis Fredskorpset. The reason is that the exchange is a legal arrangement between the partners, while Fredskorpset has a contract with the primary partner to be overall responsible for its implementation.

The monitoring by the partners themselves is referred to as “self-monitoring”. It is based upon the assumption that partners are equal. However, since 2005 Fredskorpset has decided to be proactive and a mid-term review is being conducted with all primary partners and as many secondary partners as possible. In the South-South programme, mid-term reviews have been conducted from the beginning.

Upon the return to their home country the participants are obliged to work one month with “follow-up activities”, normally related to information dissemination. While this was originally conceived of largely in terms of information on North-South issues towards society at large (at least for the Norwegian participants), this is now being interpreted by the Fredskorpset management as dissemination within the sending partner institution, often of professional knowledge acquired during the exchange.

Fredskorpset encourages continuing rounds of exchange, as they have seen that difficulties in the first round may be overcome in the next, and that goal achievement therefore tends to be higher in subsequent exchanges. Exchange partnerships are not expected to last forever, however, and Fredskorpset has stated that it sees three to five rounds of exchange as a normal maximum. In the course of every exchange, Fredskorpset funds one partner meeting every year which can take place either in the South or the North. This meeting is used both for reviewing the ongoing exchange, as well as for planning any subsequent one.

Table 4: Fredskorpset Programme Lines in 2005

	Primary Programme	South-South Programme	Youth Programme	Senior Programme
Partnerships	73	21	21	9
Participants	196	112	229	8
Budget (mill. NOK)	76	27	22	7
Cost per participant*	387.755	241.071	96.070	875.000*

* Note: Budget refers to actual expenditure on feasibility studies and collaboration agreements. Thus, there are other costs related to the programmes – such as course costs – which are not included in these figures. Senior programme costs are higher than they will be in the future, because as a new programme it has high development costs.
Source: Årsmelding Fredskorpset 2005.

3.1.1 The Primary Programme

This is the original programme of Fredskorpset. The programme aims to contribute to both Fredskorpset objectives of development in the South and disseminating information and generating involvement in Norway. Over the years, however, the focus has increasingly been placed on the former objective, primarily in the form of capacity building in the South

partner institution and the development of attitudes, knowledge and skills for the South participants. However, given the huge variation in exchanges – from private sector projects with explicit focus on competence building to twinning arrangements between municipalities where the establishing of contacts and friendships appears to be an objective on its own – there is also a huge variety of intentions and goals in the partnerships.

In the Primary Programme, participants should be between 22 and 35 years old, and the total exchange period (including three weeks preparation and one month follow-up after the exchange) should be between one and three years. In practice, few exchange periods are longer than 18 months, and the average probably 13-14 months. In 2005, there were 73 partnerships under this programme, and it accounted for almost 60 per cent of the partnerships. The cost per participant (in 2005) was NOK 387.755.

3.1.2 The South-South Programme

This programme which was started in 2002 is administered by the regional offices in Asia and Africa, and has a slightly different logic.

By their nature, the South-South exchanges do not have the objective of contributing towards information dissemination in Norway, but are solely geared at creating development in the South.

The South-South partnerships are established in two different ways: either as an offshoot of an exchange which previously had a North partner, or they are initiated by the Regional Office. They normally consist of four to eight partners, who choose the primary partner among themselves based on capacity and logistics. The South-South exchanges are administered by the regional offices. They are closely monitored and visited more frequently than the other programmes. The age requirements of the participants and the duration of the exchanges are the same as for the Primary Programme. The 2005 cost per participant was NOK 241.071.

3.1.3 The Youth Programme

This programme was initiated in 2003. It is directed at people between 18 and 25. The objective differs from the other programmes. The aim is to stimulate learning, involvement and interest in international and North-South issues among the participants. The focus is on personal development of the individual rather than on organizational development of the partners. Participants are not recruited on the basis of the professional skills they might have.

Given this objective, they also have a longer period of follow-up activities – at least two months – and this should primarily be concerned with information dissemination on North-South issues. It has a higher number of participants per partnership, and exchange periods are shorter. The maximum length is one year, of which at least three months should be used in the home country. On the average, the exchanges are 11 months for North participants and 10 months for South participants. Average stay in host country for the youth programme is six months.

For the Youth Programme participants, Fredskorpset only offers a one-week preparation course. The partner organization is required to arrange a complementary course of at least one week. Given its nature, the cost per participant in this programme is much lower than for the others – only NOK 96.070.

3.1.4 The Senior Programme

This is the latest addition to Fredskorpset's programme portfolio, and started up in 2005. It is a programme for participants between 55 and 70. Here the focus is explicitly on competence building, and the idea is to have highly qualified persons who can take a mentor role towards the counterpart in the host institution. It is recognized that this programme is often more relevant for North participants, and it is therefore accepted that the South participant may be

somewhat younger, or that a senior participant from Norway is matched by a South participant from the Primary Programme. Exchange lengths are as for the main programme, but costs are somewhat higher, primarily as the senior participant receives additional benefits including the cost of bringing along spouses. In 2005 the cost per senior participant was 875.000.

3.2 The Profile of Partnerships

The profile and quality of the partnerships has been an important criterion for the assessment of Fredskorpset since its establishment in 2000.

Initially, Fredskorpset focused strictly on its objectives, but followed a liberal policy in terms of the means to achieve these objectives. Regarding the profile of partnerships, diversity of types of organizations and sectors was seen as strength and almost an objective in itself. The only criterion guiding the selection of partnerships was that at least 50 percent of the resources should be allocated to partnerships including LDCs.

The initial strategy of Fredskorpset was pragmatically to work with experienced Norwegian actors in development and primarily support partnerships between existing partners.

Since 2003, MFA has used its powers to provide additional instructions in the annual appropriation letters. The instructions have included the following criteria for the approval of new partnerships:

1. Increase the LDC proportion;
2. Concentrate the partnerships on fewer countries;
3. Focus on the priority countries of Norwegian assistance;
4. Focus on the six priority issues in Norwegian development assistance;¹²
5. Ensure that partnerships in priority countries are in priority sectors of Norwegian development assistance and the country in question.

Geographical distribution of primary partners in Norway has also been mentioned as an important criterion in a Norwegian political context. The justification for the increasing intervention by the MFA in the management of the approval of new partnerships is that the application for partnership funds exceeded the funds available grossly since 2003 and made it necessary to set clear criteria of priority.

Fredskorpset has responded positively to the instructions and has proactively engaged in dialogue with the private sector, the health sector and with municipalities in Norway in order to promote more and higher quality of partnerships in the priority areas. In the South-South Programme the regional offices have identified existing networks in the priority sectors which could benefit from the kind of assistance provided by Fredskorpset. At the same time a database has been developed which can easily generate data according to the criteria.

According to the 2005 Fredskorpset Annual Report the profile has developed towards a high fulfilment of the criteria communicated by the MFA. By 2005, 66.7 per cent of the funds have been allocated to partnerships including partners in one or more of the LDC countries. Naturally, the South-South Programme has the highest achievement of 99 per cent, while the Primary Programme and the Youth Programme have the lowest achievement of 56-57 per cent, yet still an increase compared to 2002.

The concentration on Norwegian priority countries (which are all LDCs) is very high. In 2005 only seven countries (Uganda, Tanzania, Malawi, Kenya, Sri Lanka, South Africa and Zambia) accounted for more than half of all the partners.

¹² Education, Health, HIV/AIDS, Business, commerce and agriculture, Sustainable development, Good governance, and Peace and reconciliation.

Most of the partnerships involve the public sector (41 per cent) and the civil society (47 per cent). Partnerships in the civil society category are mostly made up of small NGOs. In spite of a promotional effort by Fredskorpset only 12 per cent of the partners, are private sector entities. The sector profile at the end of 2005 is as follows:

Table 5: Fredskorpset Sector Profile

Number of partnerships per sector (per cent)	2004	2005
Education	22	23
Good Governance	19	16
Business, including agriculture	11	15
Health, HIV/AIDS	12	12
Sustainable development	16	11
Peace and reconciliation	0	7
Other sectors	20	17
Total	100	100

Source: Fredskorpset annual report, 2005 p. 21.

Fredskorpset does not provide statistics by “issue” category. But it is obvious that the capacity building challenges vary among sectors.

The small NGOs have very few employees. They have difficulties in recruiting exchange staff from within and there is a risk that exchanges are seen as way of accessing “free skilled professional resources” in gap filling positions. The statutes of Fredskorpset state that participants must not replace local staff but in practice this is difficult to control. On return from exchanges the South participants are in many cases not employed in the partner organizations because of shortage of funds.

The public schools and hospitals also have specific capacity building problems of their own related to practices, which are difficult to address through exchanges. In the educational sector the poor pedagogical practices (caning of pupils and poor pedagogical skills of teachers) appear as a major challenge, which has to be addressed at a higher level. In the health sector many problems of poor services relate to overall management problems like lack of accountability and transparency, rather than lack of professional skills.

In the business sector the challenge is to provide support for capacity building of partners without unfairly subsidising them vis-à-vis their competitors in the same line of business.

In summary, it can be concluded that Fredskorpset has responded quickly to the political instructions by MFA and has established a portfolio of partnerships, which appear to be very relevant in the sense that the concentration on a limited number of priority countries and priority sectors of Norwegian aid and host country development policies appear to be very high.

3.3 The Profile of Participants

Since 2001, Fredskorpset has supported partnerships which by the end of 2005 have exchanged 1805 participants.

Most of the participants have been exchanged in the Primary and Youth Programme. Most of them are from Norway (817), while 549 come from Africa, 260 come from Asia and 160 participants come from Latin America.

The objective of gender balance was achieved from the outset of the programme. 51 per cent of the 545 new participants in 2005 were women. However, women are still a minority among the South participants. Many organizations interviewed by the ET in the four African countries explained that educated women in the age group of the Fredskorpset programmes were restricted from participating because of their many family responsibilities at home.

Fredskorpset occasionally undertakes internet surveys of the characteristics and opinions of their network partners and participants. The most recent conducted in August 2006 included a few questions formulated by the ET about the background, the relationship to people and partners in the host country, and the information and communication work upon return.

Some of the findings which are considered relevant for the evaluation are presented in Annex 4. It is based upon the reply from 275 participants, equivalent to 55 per cent of all Norwegian participants having access to the internet. The response is highest among the recently returned participants (within 2005 and 2006), the women and the participants from the Youth Programme.

When it is taken into consideration that there is an overrepresentation of these groups, the findings of the internet survey support the findings of the case studies to a very high degree.

The Norwegian participants are well educated young people dedicated to and engaged in international development. Many have worked with civil society organizations in Norway and have prior relevant experience from work, studies and travels in developing countries.

The majority of the participants had no prior relationship to the primary partner or its network. Only 63 of the 263 participants which replied (or less than 25 per cent) are recruited from within the organization of the primary partner. This is likely to have negatively influenced the capacity building effect of the exchange in Norway and the developing countries, as well as the dissemination to the primary partners and its networks in Norway.

The Norwegian participants are all very satisfied with the experience of the exchange. They establish friendships and in some cases also professional relationships with staff of the host partner institutions. Upon return to Norway the contacts (including the professional ones) are maintained through frequent communication by sms and Internet.

The survey also included information on the job situation of the participants upon return to Norway. In interpreting these figures it should be taken into consideration that 146 respondents are Youth Programme participants and 127 are Primary Programme participants. Only a few return to the primary partner (84 of the respondents out of 274 – or 30 per cent of all participants and 66 per cent of the participants from the primary programme), many return to studies (123 – or 45 per cent) and some (56 – or 20 per cent) are unemployed for some time.

3.4 General Findings Regarding Stages in the Exchange Cycle

Previous Contact between Partners

The Fredskorpset exchange programme was not always the first contact between the partners. For instance, many of the partnerships supported in Tanzania and South Africa during the first years of Fredskorpset had previously worked together in programmes supported either directly as a twinning programme under Norad (for example the cooperation between Haukeland University Hospital in Bergen and Muhimbili University College Hospital in Dar es Salaam), or via grants received through Norwegian NGO support.

In many cases such previous contacts facilitated the capacity building effects of the exchanges, but in itself this is no guarantee. The ET also saw examples where participants were not well utilized because of poor preparations for the exchange by the partners.

Well-Defined Ideas as the Foundation of a Successful Exchange

In the first years, funds for a feasibility study could be granted on the basis of an idea, without partner institutions already identified. However, it was found that too many resources were spent on "project ideas" which never materialized, and the practice of only supporting partnerships which had already identified a reliable partner was introduced.

This may have reduced the cost of feasibility studies, but it did not necessarily improve the quality of partnerships and of the exchanges. In some cases, Norwegian partners have realized that the choice of partner organizations in the South was done superficially and that a more open investigation might have identified better suited partners.

Feasibility Study as the Basis for Capacity Building

All partnerships have been initiated with a feasibility study. The study is carried out by the Norwegian partner visiting the South partner(s), who afterwards revisit the Norwegian partner. In the South-South Programme the feasibility study has included seminars between all partners facilitated by the regional office.

The findings are not reported in a feasibility study report. The study is supposed to include a capacity needs assessment and a human resources development assessment but apparently these assessments are rarely done in a structured and comprehensive manner. The reason is that few partners have people with relevant skills and experience in the studies, but in the few cases, when it did happen, and the studies took the strategic plans of the South partners as the point of departure, the result has always been a very clear partner agreement.

Box 1. University Cooperation – Equal Partnerships for Long Term Cooperation

Norwegian University for Science and Technology (NTNU), in partnership with Sokoine University of Agriculture, (SUA), Tanzania, University of Pretoria (UP), South Africa, and others.

SUA's Department of Forestry and Natural Resources has been supported by Norad since 1998 in a five year capacity building programme, which also included buildings and equipment. In 2003 the staff capacity development was continued as a well planned Fredskorpset exchange. While Tanzanian lecturers have been exchanged to NTNU for post degree studies ultimately resulting in the teachers obtaining PhD degrees,¹³ their teaching obligations at SUA have been taken care of by young well qualified (white) South African lecturers, who otherwise would have been unemployed. Norwegian staff was exchanged to do research in Tanzania and in South Africa.

This creative use of the Fredskorpset Exchange Programme was planned in a joint workshop between the partners. It shows that when partners are equal and know each others capacity building needs and interest a lot can be achieved. Today the department of SUA has a staff of eight professionals, of whom three got their PhD from studying in Norway. The South African and Tanzanian lecturers working at SUA all learned through a co-teaching approach, and the Tanzanian students benefitted from a team of dedicated teachers.

The staff development of SUA has supported a successful Diploma programme and has enabled the department to offer one of the best BA programmes in Africa. In 2006 the annual output of graduates is 50-60.

The interviews in South Africa added a new dimension. While the exchange seems to have worked to the full satisfaction for the Norwegian and Tanzanian partners, the same positive assessment was not fully shared by the South African university which would have preferred to receive researchers from Tanzania rather than from Norway. This idea should be included in the next round of exchange.

The agreement between the Faculty of Natural Science and Technology and universities in Tanzania and South Africa, and the exchanges between the South-South partners of the African Media Women's Associations can be mentioned as good examples (see boxes).

¹³ The ET was informed by Fredskorpset that formally the Exchange Programme can not be used to finance a PhD programme. Still it assisted the SUA in upgrading the formal education of its teaching staff to PhD level and had a significant impact upon the capacity of SUA to develop its programmes.

Box 2. Media Women Network - Common Interests Generate Results

One of the first South-South networks to be established by Fredskorpset was between media women's associations in Tanzania, Uganda, Kenya, Ethiopia and Zambia. Representatives of these organizations met in 2001 and discussed the objectives of the first agreement together. As all the associations have different strengths and weaknesses, they found a common interest in sharing experiences and expertise, improving the capacity of the organizations as well as professional excellence of individuals. Cultural learning is also considered a strong element in the exchange.

The media women decided that the primary partnership should rotate among the strongest associations. Compared to the North-South programmes, this has established a strong sense of equality in the partnership.

The relevance is high to all stakeholders. The exchanges support women journalists, the media women's associations, and also the local media which employs the journalists during the exchange period. The women gain new skills and in many cases become more marketable. The organizations gain exposure and visibility in society and the media gain better access to women oriented news and advocacy work. The programme thus strengthens women's rights (human rights) and media democracy – all prioritised goals for Norwegian development policy as well as the East African countries involved.

The actual exchanges are not flawless, but the high degree of relevance of the exchange design as well as strong ownership from the partners leads to a high degree of efficiency as well as effectiveness. The impact is particularly strong on the participants who are often promoted as a result of their new skills. When it comes to sustainability, the media women's associations suffer a bit from the fact that they are membership organizations and not employers. The associations provide the administrative resources necessary for the exchange, but do not harvest directly from the new capacities of their members. This might eventually create a fatigue, as these are not economically solid organizations.

There are also other cases of well-executed feasibility studies resulting in clear and comprehensive capacity building plans. However, the overall finding of the case studies is that the feasibility studies need to be improved. Poor feasibility studies result in poor plans for the achievement of the capacity building objectives of the exchange programme. Improved feasibility studies are the key to enhanced quality of the Fredskorpset exchange programme.

We have observed a strong relationship between good capacity building programmes of the exchanges and the "equality of partners" in all stages of the partnerships. When the primary partner has the initiative and the funds, and there has been no prior relationship between the primary and secondary partners, a special effort is required for the secondary partner to "take ownership" of the feasibility study process.

The Quality of the Partnership Documents

The feasibility study phase is completed with the signing of two documents: (i) a partnership agreement signed by the partners, and (ii) the contract between the primary partner and Fredskorpset. As part of the case study process the partnership agreements were thoroughly studied by the ET.

Instead of a formal feasibility study report, the partnership agreement is the outcome of the feasibility process, and specifies what the exchanges plan to achieve. It is the legal framework for the cooperation between the partners: it sets the capacity building targets, identifies the skills required by the participants, specifies the responsibilities and includes a budget for the activities.

The case studies reveal that the quality of these documents is generally poor. As a consequence, ownership is often weak both by the primary and the secondary partners. The documents do only in rare cases provide a clear picture of the capacity building targets, the activities and the methodology through which the enhanced knowledge and skills of the participants will be turned into enhanced capacity for the partner institution(s).

Documents are not sufficiently quality-assured. There are many examples of errors, mistakes, omissions and incorrect information related to previous rounds of exchanges. The documents do not reflect alterations/revisions to the agreement agreed between the partners and Fredskorpset in the process of preparing for the exchange and in quite a few examples the secondary partners (and the participants) demonstrated that they were not familiar with the wording of the documents regarding their responsibilities.

Preparation of the Partners

According to the Fredskorpset philosophy the primary partners will be prepared by Fredskorpset and the assumption is that in turn the primary partners will prepare the secondary partners.

The case studies show that there is an information gap between the primary and secondary partners especially in the North-South programmes. In general, the secondary partners are not well prepared for the exchanges and as a result the participants are not utilized to the optimum.

More needs to be done by Fredskorpset in order to monitor and support the primary partners' ability to prepare the secondary partners. The use of illustrative examples of best practices in preparation of secondary partners could be an idea. It should also be considered to use the South country networks in the preparation of new South partners.

Recruitment of the Participants

The Fredskorpset statutes clearly state that exchanges consist of partner institutions exchanging members or staff. However, Fredskorpset accepts that participants may be recruited through external recruitment. The reason given is that many interested partners involved in development work in Norway have limited membership and staff, and can not supply participants from this source.

In other cases the Norwegian partner tried to recruit from within but had such a poor response that external advertisement was required. In some of these cases it has been argued by the partner that they could have been able to recruit from within, but the age requirements for participants of the Primary Programme made this impossible.

In the South-South Programme inadequate funds for salaries of permanent staff has been an additional constraint. Many of these organizations use and recruit for the exchanges from among volunteer workers, whom they cannot afford to offer employment after the exchange.

The implication of the relatively high frequency of recruitment from outside the partner organization is that partner-specific institutional competencies are neither utilized nor developed. The participants may learn and build competencies, but the partnership institutions do not fully benefit.

Preparation of the Participants

All the participants interviewed during the case studies found the preparatory courses organized by Fredskorpset in Oslo useful. A few stated that some of the lectures were too general and others that some subjects like "organizational culture as a constraint in capacity building" could have been given more emphasis. A few found three weeks to be too long but they all appreciated the opportunity of intensive interaction with people of same age group from many different cultures.

The courses for South-South participants were similarly praised with the exception of one or two courses conducted during the first years.

In the Youth Programme the partners are conducting their own courses. These are mostly successful, however, in some cases 24 to 25 year old South participants find some of the Norwegian participants immature to the extent that it has a negative impact on learning.

Some partners also have a special preparation programme for their participants. Such efforts are commendable and greatly improve the value of the exchange in terms of the learning of the participants and the capacity building effects of the exchanges. The efforts of a few South organizations such as St. Johns Community Centre, Fellowship of Christian Unions and Mathare Youth Sport Association deserve to be praised for their excellence in the preparation of participants for the work abroad.

Preparation for Work at the Host Partner of the Exchange

A few receiving partners have developed a very effective 2-4 weeks programme of introducing the participant to the organization, the colleagues and the task. Some of them have also assisted the participant and the colleagues in the preparation of a capacity building plan for the entire period of stay (normally 10 months) and a monthly work planning system. Such introduction programmes may be common in professional organizations in Norway, but introducing them may be part of the capacity building for many public and civil society organizations in Africa.

The importance of such “systems of best practices” is that it increases the capacity building and the efficiency of the participant at the same time. In many exchanges the participants complained that their colleagues had not been informed about their arrival and about their roles and responsibilities, no work plans had been prepared and the participants were left to themselves with regard to turning the general objectives and descriptions of tasks into something practical and useful. In a few cases the North participants had to define useful tasks for themselves in the community outside the areas of responsibility of the host organization.

The difference between a well prepared and a poorly prepared exchange can be tentatively quantified as the value of two months of work. In a well prepared exchange the participants should be working at full capacity after one month. In a poorly prepared exchange it may take more than three months to achieve an acceptable level of efficiency.

Partnership networks in the South would be a very efficient way to disseminate “best practices” and to train new partners.

The Work as Exchange Participants

The partnership organizations which have developed good practices for introducing new staff normally also have effective procedures for managing and providing performance incentives for their own staff as well as for the participants.

Good practices include regular planning and progress reporting meetings, issue based staff seminars, performance monitoring of own staff as well as of participants, and a participatory monitoring and reporting system.

Apparently the feasibility studies do not explicitly focus on whether such systems are in place. It is assumed by Fredskorpset that the primary partner will assess the need for strengthening such systems. The problem is that existing formal systems might not be used and are replaced by informal systems which are not transparent and may be difficult for people from other cultures to comprehend.

Often efficiency is lost and misunderstanding and distrust is created because the participants are not prepared for working in organizations with “dual” management and information systems.

Even in the best cases this phenomenon reduces the efficiency of the learning and capacity building. But in the worst cases it creates conflicts which result in prematurely terminated exchanges. Even exchanges between professional organizations – like hospitals and secondary schools – suffer from reduced efficiency because of communication problems and in-transparent management systems.

Box 3. Friendship is Fine; Professional Management of the Exchange is a Must!

A friendship agreement was signed between Skodje municipality in Norway and Voi municipality in Kenya in 1999 and subsequently the parties paid several visits to each other and agreed on the following areas of cooperation:

- Environment
- Education
- Cultural cooperation
- Governance

In 2004 an exchange agreement was signed between FK and Skodje and Voi municipalities. It was for a two-person exchange each way. The first exchange was in the Educational Sector and was very successful from the point of view of the young Kenyan teacher. In Skodje she learned the methodology of student centered teaching, according to which students are motivated socially and intellectually. This was new to her. In Kenya students are not positively motivated. Non-performing students are caned.

The second exchange was planned to establish the skills and the organization to introduce solid waste management of plastic material in Voi. A young mechanic from a private workshop in Voi learnt about the hardware technology of compressing plastic from an equipment manufacturer in Skodje. The Norwegian participant would work with the solid waste management unit at the municipality in Voi in order to get the organization in place which could collect, compress and sell for recycling at a factory in Mombasa.

The exchange has been a moderate success. The young Kenyan mechanic has brought back the equipment from the manufacturer as a gift, he is fully conversant with the technology and has trained women groups and youth clubs in the collection and sorting of plastic material.

However, the municipality has not implemented its part of the partnership agreement. They never made an effort to make full use of the Norwegian participant, who was underutilized.

In spite of a good idea and a long term relationship the outcome of the exchange was less than optimal because of the poorly planned implementation at the Voi municipality.

Many participants – in Norway as well as in the South – feel that they are not well utilized. Often the participants are not doing any capacity building activities at all. When a comprehensive needs assessment has not been undertaken as part of the feasibility study, there is a tendency for the participant from the North to be "gap-filling" in the South, i.e. doing the same job as the person who was exchanged to Norway, or doing the work in place of a much cheaper national staff, which the organization could not afford to recruit. In such exchanges the participants from the South could also just be gap-filling without someone to understudy or to learn from. But in most cases participants from the South working in Norway are actually assigned a supervisor who is responsible for the learning in the exchange.

The underutilization of North participants also relates to the fact that even well established and well functioning institutions in the South often have limited resources available, human and financial, to "team up" effectively with the participant. A transparent and open dialogue between the North and the South partner during the feasibility study period, clarifying key human resource requirements and financial needs for effective support to the exchange could possibly solve this situation.

Underutilized South participants in Norway have occasionally been given opportunities to attend evening courses in order to enhance the learning of the exchange. E-learning and participation in institutional learning during afternoons and evenings should be encouraged. This will enable the participants to further improve their formal qualifications.

Box 4. Extending the Benefits of Exchange through Formal Learning

Environcare was established as an environmental NGO in Dar es Salaam in 1993. It attracted members from the University and quickly developed through projects on sustainable development funded by donors.

They received funding for a sustainable farming project from Norad from 1998 to 2005, and have in parallel been involved in FK exchanges in four rounds from 2002 to 2006. The programme "Exchange for Sustainable Development" is made up of three North partners in Norway (Development Fund, Noragric and NORSØK) co-operating with six South partners in Ethiopia, Tanzania, Sri Lanka, Malawi and Uganda.

The participant from Tanzania has a M.Sc. in Environmental Management and was exchanged in 2005 for 15 months to the three institutions in Norway. The idea was to combine practical and theoretical learning of organic farming. She worked on organic farms to get practical experience and was involved in general work at the Development Fund, where she developed her management skills. But she also graduated with two diplomas during her stay at Noragric and NORSØK.

Coming home she was recruited as the Environcare coordinator of the Fredskorpset Partnership and employed as a training officer teaching courses in organic farming for field workers in the donor funded development programme on sustainable farming.

The exchange was carefully planned to develop skills which would be useful for the participants, the Partner as well as the female Tanzania farmers. Therefore the goals of Fredskorpset were achieved to a very high degree.

Norwegian participants in the South are normally not underutilized, but it does happen. Mostly they are insufficiently utilized because they are doing jobs which could have been done either by local unemployed graduates, or young professionals from neighbouring countries recruited in the South-South Programme. Again this problem originates from a weak feasibility study.

Monitoring the Exchange

The monitoring of the South-South Programme is different from the North-South monitoring and will be described separately.

The North-South Programme is monitored from Norway in accordance with a two-step philosophy. Fredskorpset is monitoring the activities of the primary partner, which in turn is monitoring the exchange and the activities of the participants in accordance with a system and modality agreed between the partners in the partnership agreement.

There is also an effective input-monitoring system. All expenditure is monitored and controlled in accordance with international practices on development assistance projects.

There are two problems in this monitoring system. Firstly, the activity monitoring is not used as a mechanism to enhance outputs in terms of quantity and quality. Many participants are not well prepared to report on their activities, some appeared not to be aware of this responsibility. When they did report, they were rarely given a professional feed-back, which could assist them to focus on the quality aspects of their work. Many participants appear not to be aware of the reporting channels and were reporting directly to the partner institution at home without copying to their direct employer, the host partner. Activity monitoring at best is used as an instrument to detect problems in the partnerships before these develop beyond control. Fredskorpset has increased its activity monitoring programme recently. Every primary partner is now paid a mid-term review visit and many secondary partners are also visited as part of the visits of the Fredskorpset staff to the South. Still the focus of these monitoring visits seems to be biased towards inputs, the welfare and activities of the participants and the partners, more than on the results in terms of capacity building.

Secondly, and most importantly, it is a weakness that no systematic output monitoring takes place. Fredskorpset has all the formats and procedures it needs in order to put an effective quality output monitoring system in place, but it has never developed such a system. When feasibility studies are approved and partnerships granted funds on the basis of documents which do not list the tangible outputs to be prepared in the course of the exchange, an opportunity to monitor and improve the quality of the exchange programme is forfeited.

The monitoring of the South-South Programme is done by a professional monitoring and evaluation specialist contracted on a consultancy basis and with strict and precise terms of references. The consultant works according to a well planned monitoring schedule and during the discussions focuses on inputs, activities, as well as outputs and impacts.

The advantage of this system is that the work is done by an external consultant, who is considered highly professional and impartial by the partners. In spite of the fact that the monitoring specialist has been quite tough on poor performers among South partners, the person is highly respected by all partners interviewed by the ET. This system could be used by Fredskorpset also for monitoring the secondary partners of the North-South partnerships.

Handing Over

The handing over is the responsibility of the partners. Most participants have terminated their work with a formal debriefing, but a comprehensive “handing over” has rarely taken place. A joint assessment of results between participant and colleagues is done in most experienced organizations, but it is not always done well.

In many cases the exchanges are planned as a 2-3 year programme. But only in a few of these cases capacity building activities are planned as a three year continuous process. The reason is that the Fredskorpset system does not promote long-term planning and budgeting. Like all state institutions, Fredskorpset depends on an annual budgeting process. Funds are committed for one defined round of exchange at a time, which sometimes extends into the next (or even the following) budgeting year. But funds cannot be committed for a 2-3 year programme. This appears to be a contradiction for a long-term capacity building programme.

Formats and contracts should include options of giving support for a longer period, even if a concrete appropriation decision must be made on a year-to-year basis. This is the way that framework NGOs are given the opportunity for extending their planning horizons beyond a single year. Fredskorpset may use the same approach.

Sometimes, the leaving participant meets and overlaps with the returning homecoming participant for a few weeks, and on such occasions a good momentum is established for the dissemination of experience and continued capacity building.

Some participants have left their host organization without ensuring that the “results” are shared and sustained. A few have terminated the contract prematurely because of unresolved problems.

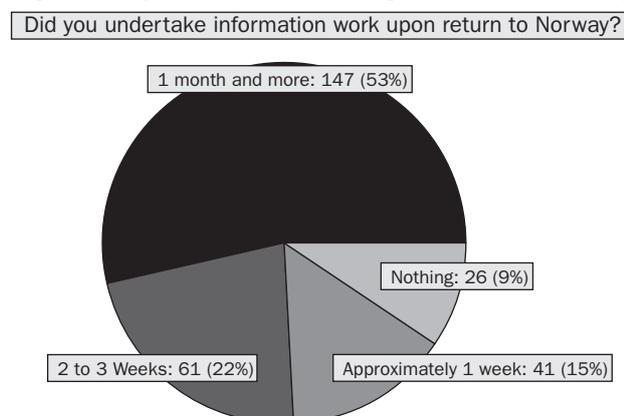
Follow-up Information Dissemination

The programme lines differ on how this period is to be used. For the Primary Programme, the follow-up period is one month and should mainly be used to disseminate experiences within the sending institution. For the Youth Program, the follow-up period is at least two months, and should be used for information dissemination towards society at large.

Very few of the participants interviewed in the field had a clear understanding of their responsibility during the one month follow-up period with the sending partner organizations upon return to the home country. Also representatives of the sending institutions were generally vague on this issue. In the survey of returned participants, it appeared that relatively few

participants (and partners) fulfil the contract obligation for follow-up information work. Almost half the participants (46 per cent) do less than one month of dissemination work after returning to Norway. See the figure below:

Figure 1: Information activities upon return to Norway



Source: Fredskorpset, 2006. Please note that the respondents include Youth Programme participants with a two months obligation to participate in information activities.

However, the ET did encounter some active participants, who had already initiated dissemination activities while still abroad. They used e-mails to colleagues and friends, homepages of Fredskorpset and newspaper and newsletter articles to inform about their work and experiences with the host organizations. Furthermore, the Youth Programme has documented considerable follow-up information activities among its partner organizations (see section 3.5). Still, the general conclusion is that more needs to be done by Fredskorpset and by the partner organizations to emphasize the importance and obligation of this work, and to prepare the participants for it and facilitate the implementation.

Phasing Out of Fredskorpset Support

According to Fredskorpset guidelines, partnerships can be supported for a maximum of three to five rounds of exchanges. However, there are no guidelines on how Fredskorpset resources can be phased out and other resources be mobilized in order to enable partners to continue their cooperation in accordance with the overall objective of Fredskorpset. There is a need for the Fredskorpset to develop special guidelines and perhaps special support modalities for a “phasing out strategy”.

3.5 Specific Findings Regarding the Youth Programme

The Primary Programme, the Senior Programme and the South-South Programme share the objective of institutional capacity building through the learning and dissemination efforts of exchanged staff. The Youth Programme, however, has somewhat different objectives, focusing to a greater extent on information dissemination in Norway. This section details the specific findings regarding this programme.

The Youth Programme was initiated with five projects which had formerly received support from Norad. The organizations involved (the Latin America Groups; The Federation of Norwegian Youth Organizations – LNU; Norwegian Church Aid; Norwegian YMCA/YWCA; the Strømme Foundation) had their own models of exchange which they wished to retain. Fredskorpset therefore only provide a one week’s preparatory course for participants. The North partners continue to prepare participants according to their own programme. The organizations have adapted to Fredskorpset principles and include exchanges from South to North (only LNU had previously practiced this). In summary, Fredskorpset showed considerable flexibility in integrating these organizations into a unified programme.

The wisdom of designing the Youth Programme according to the wishes of these five organizations is questionable. Small organizations may have difficulties in arranging their own preparatory courses. But Fredskorpset has shown flexibility, allowing participants from these organizations to take part in the preparatory course of another organization or in the courses for the Primary Programme.

The Youth exchanges are meant to be between six and twelve months. In practice, exchange periods have been averaging 11 months for the North participants and 10 months for the South participants. The average stay abroad is six months for both groups. The aim of the programme is to develop knowledge and attitudes among young people. This could probably be achieved equally efficient during a shorter exchange period and thereby allowing more exchanges to take place.

Follow-up information activities are supposed to be for two months – twice the duration of the other programmes. According to a report from the partner organizations on their follow-up activities in Norway, a considerable amount of information activities have been conducted by most partners. Some have been less active and Fredskorpset should emphasize this obligation to all partners. The report was prepared in May 2006 which was rather late taking into consideration that Fredskorpset should continuously monitor the information activities of the partnerships.

Much less information dissemination is done in the South, and what is done appears to be random and not systematic. The reason is that the objective needs clarification. Fredskorpset finds that general information dissemination is less relevant here, and treats Youth participants from the South in the same way as participants of the Primary Programme: with information obligations primarily towards the home partner. Also, their information activities in Norway are considered part of their follow-up activities.

In conclusion, Fredskorpset has shown considerable flexibility and creativity in developing the Youth Programme. In its present form it accommodates the interests of large organizations with considerable experience in sending out youth groups as well as smaller organizations with less experience. Possibly, the programme might have been more efficient with shorter exchange periods. The programme produces a considerable amount of follow-up dissemination activities in Norway, but Fredskorpset could be more systematic in monitoring this activity and in ensuring that all partners give it due attention. Follow-up activities in the South are given less attention, and the objectives here are not very clear.

3.6 Specific Findings Regarding the Reciprocity of Partnerships

In its statutes Fredskorpset is instructed to “contribute to establishing contact and cooperation between individuals, organizations and institutions in Norway and the developing world, based on solidarity, equality and mutuality”.

In the North-South partnerships the driving force is the Norwegian partner who initially approached Fredskorpset with its idea, identified the partner organization in the South and received the funding for the feasibility study. The Norwegian partner is the primary partner, is the signatory to the contract with Fredskorpset, and is responsible for monitoring and accounts for the funds received from Fredskorpset.

As a management framework this is not very suitable for generating equality and mutuality. Furthermore, in many cases there are significant differences in resource endowments between North and South partners, for instance in terms of financial and human resources and in terms of communication technology. This makes it even harder to achieve balanced partnerships. In general, the North-South partnerships cannot be assessed as equal.

Nevertheless, it should be pointed out that both Fredskorpset and the majority of partners are well aware of these structural asymmetries, and make considerable efforts to minimize their

effects. Most partnerships are based upon cooperation between likeminded or similar organizations, often consisting of well educated professionals respecting each other as members of the same profession.

In the few cases of serious disagreements between the North-South partners it is quite clear that the South partner considered the “Fredskorpset System” to be biased towards the North partner. The South partners expressed a need to have enhanced access to the Fredskorpset Secretariat and for the Secretariat to act as a neutral mediator.

Fredskorpset could probably do more to address this problem, for instance through increasing its direct contact with and monitoring of the South partners.

Establishing balanced partnerships is less of a problem in the South-South Programme. Still, they can also be found there. In one of the first major exchange programmes in the South-South programme, for instance, the reliance upon a Norwegian partner institution was maintained (see box 5). The approach is best described as “planning from above.”

Since the beginning in 2003 important steps have been taken in the South-South programme to minimize the importance of the difference between the primary and the secondary partners:

- Ideas are often developed by existing regional networks facilitated by the regional office. None of the partners are in “the drivers seat” continuously, but all partners are equally important.
- The exchange programmes have often been developed in seminars with the regional office facilitating a participatory process, and
- Some of the partnerships have decided to rotate the responsibility of being a primary partner.

The different approach to establish partnerships in the South has generated fruitful exchanges with positive impacts on capacity building of partners and networks as well as provided and effective instrument to address partnership management problems in the few cases when such have appeared.

Box 5. “Planning from Above” by Northern NGOs without Direct User Involvement

Stromme Foundation East Africa (Stromme EA) is the semi-autonomous regional office of the Norwegian Christian development organization Strømme Foundation. Stromme EA is a relatively big donor organization with 57 partner organizations in East Africa and a big partner in the South-South programme in East Africa. Approximately 15 organizations have been chosen as potentially relevant for a Fredskorpset exchange, which are concentrated on capacity building within the fields of education and micro finance. In 2006 Stromme EA receives funding for seven exchange participants.

The donor approach can best be described as “planning from above”. This approach is probably the main reason why these exchanges are less effective than most exchanges in the South-South programme.

As primary partner Stromme EA is not involved in the actual exchanges, but acts like a “mini-Fredskorpset”, deciding on the secondary partners needs for sending and/or receiving participants. These decisions are based on applications formulated by the secondary partners, but do not adequately involve the secondary partners in the planning process. Even if the participants gain a lot from the exchanges, there is generally too little communication between the exchanging institutions. This reduces their ownership of the programme and hence the sustainability of the exchanges.

3.7 Fredskorpset Courses

Within the overall project cycle of the exchange programmes, Fredskorpset provides the following courses, seminars and training events:

- Planning meetings;
- Preparatory courses for participants;
- Partner courses;
- Mid-term reviews;
- Home-coming seminars;
- National network meetings.

3.7.1 The Preparatory Courses for Participants

The preparatory courses differ in scope, content and duration. The Primary Programme preparatory course lasts for three weeks, the Youth course for one week, the Senior course from one day to one week, the South course for two weeks (in Asia, three weeks), and the seminar for new North partner coordinators for two days.

Overall the preparatory courses aim at preparing the participants personally and intellectually to live and work abroad, see the exchange in a developmental and North-South challenging context, and apply the exchange within a Fredskorpset framework, and “bringing people together”. The preparatory courses are compulsory for all participants, and they are module based, the main ones being the following:

Table 6: Modules in the Fredskorpset Preparatory Course

Course Modules	FK Vision/ Facts	Info/ Media	Cross- culture	Develop- ment issue	Personal & Risk/ Health	Project	Intro Norway	Mentoring
Primary Programme	X	X	X	X	X	X	X	
South-South Programme	X	(X)	X	X	X		(X)	
Youth Programme	X	X		X	X			
Senior Programme	X			X	X			X

Source: Fredskorpset Courses: Concept and Operational Policy 2006, and SCORE/Fredskorpset Preparatory Course, June 2006.

By the end of 2006 Fredskorpset will have carried out 94 preparatory courses. Due to the regional policy of Fredskorpset the preparatory courses are held in different places in Norway under the auspices of different course organizers. Fredskorpset has employed three regional training officers, who in turn are responsible for planning and facilitation of the courses. The training officers are part of the Course, Seminar and Network (CSN) Department in Fredskorpset.

Table 7: Number of Courses Conducted from 2001 to 2006

Course	2001	2002	2003	2004	2005	2006	Total
Primary Programme	3	9	6	6	6	5	35
South-South Programme	0	2	3	5	4	5	19
Youth Programme	0	0	5	7	5	9	26
Senior Programme	0	0	0	0	3	4	7
Partners in North	0	0	0	4	1	2	7
Total	3	11	14	22	19	25	94

Source: Fredskorpset, CNS Department.

The Primary Programme preparatory course has been the main course of Fredskorpset comprising a total of 35 courses during the evaluation period. Initially it was four weeks but was subsequently reduced to three weeks based on course evaluations. The course was assessed as being too general, therefore since the end of 2005 Fredskorpset has experimented with a

project-based module, where participants will engage in a mini project over a 3-4 day period working in the local communities (e.g. school, social services, etc.). “By doing practical work in intercultural teams the participant will experience challenges of intercultural cooperation and gain concrete experience on challenges....” (p. 7). The project module has been tested out in 2006 and the experience so far has been positive and the module will become a permanent feature in the course from 2007.

Most participants expressed appreciation of the preparatory course. By many it was viewed as an “eye-opener”. In particular, the experience of interacting with people from different cultures for an extended period of time was seen as very valuable.

When the Youth Programme was initiated in 2003, it was agreed that a one week obligatory course was to be held in conjunction with the organizations’ own introduction courses held for the youth. The youth participants found the course useful and complementary to the course conducted by their own organization.

A Senior Programme preparatory course was introduced in 2005. It is currently being conducted as a one to five days seminar, depending on the number of participants. It is planned to become a one week course held twice a year from 2007. The one week course is primarily focusing on the role of the senior as “a mentor, an advisor or leadership-developer”, who supports younger staff in their work efforts in the host organization. Participants interviewed considered the preparation useful.

The South-South preparatory course is outsourced to partner institutions in the South with the capacity to provide some of the professional inputs and to conduct the course. Courses are given in Uganda, South Africa, Ethiopia and Thailand. The participants are mainly from the South-South Programme. Most lecturers are South professionals. Fredskorpset ensures that key themes, e.g. its visions and facts, are delivered by key personnel from Fredskorpset. The regional offices in the South (Uganda and Thailand) are responsible for the implementation of the courses and also provide quality assurance of the programme implementation.

Though some criticism was expressed by participants, the course was generally positively assessed.

3.7.2 Preparatory Course for Partners

Fredskorpset conducts a two-day introduction seminar to new North partner representatives and to new coordinators of existing partners. Representatives of South partners who happen to be in Norway at the time are invited to attend the seminar. This is held twice a year. The purpose is to prepare the partner to manage the exchange well and is an introduction to initiate networking among partner organizations. The course addresses e.g. recruitment, contracts, personnel management of the participants, finances, and dilemmas and challenges in the partnership model.

The partner courses are assessed as very useful by the participants as well as the ET. It should include also the South partners in order to address the structural imbalance between North and South partners.

3.7.3 Overall Assessment of Course Activities

Contrary to other main activities of the exchange programme, such as recruitment of participants, Fredskorpset is directly engaged in the preparation of the participants. This is because:

- It is assumed that “targeted and relevant preparation in advance will increase the likelihood of a successful exchange”;
- It guarantees the selection of lecturers considered qualified by Fredskorpset;

- It guarantees that the vision of Fredskorpset and concrete information about its activities govern the course content.

This approach to preparation of the participants is considered adequate and justifiable – key issues of importance to Fredskorpset cannot be interpreted by an “outsider”.

It is the view of the ET that the preparatory courses have been successful. Fredskorpset has itself taken proactive steps in addressing shortcomings in the courses and at the same time been responsive to criticism by reducing the course duration and introducing the new project module in future courses. This proactive approach by Fredskorpset should be continued.

Throughout its history, Fredskorpset has allocated considerable resources to the preparation of participants, while the training of partners has received less attention. Evidently, a successful exchange depends not only on well-prepared participants, but equally on the degree of preparedness among partners. After the introduction of partner courses for North partners in 2004, it has to some extent been rectified. The benefits of these courses should be extended to the South partners.

The institutional set-up in Fredskorpset does not effectively ensure that the same high standard of all the courses. The South course is under the responsibility of the Deputy Director, like all other South matters. The Regional Offices and the CSN department in Norway share experience with regard to course structure, content and methodology. However, since the various courses are adapted to local needs and conditions, the North and South courses differ. There is no quality assurance mechanism in place which covers courses in the South as well as courses in the North. In Africa, courses rotate between partners, and this seems also to have resulted in uneven quality.

3.8 The Exchange Programme and the DAC¹⁴ Criteria

A case study report was prepared for each of the visited partnerships and for each of them an assessment was undertaken against the DAC criteria of relevance, efficiency, impact, cost-effectiveness and sustainability.

There are big differences between well prepared and well implemented partnerships and less well prepared and implemented ones. And there is a clear pattern in cause effect relationships as illustrated in the analysis presented in the table below:

Table 8: Summary Assessment in Relation to DAC Criteria

DAC Criteria		Score ¹⁵	Comments
Relevance	Norwegian development policy	5	All partnerships among case studies are in priority sectors such as education, health (including HIV/AIDS), Good Governance etc. (Refer to chapter 3.2 on partnership profile)
	Host country development policy	5	
	Capacity Building Needs of Partners in South	2 (3 in S-S)	Below average for the following reasons: <ul style="list-style-type: none"> • Capacity needs assessment can be improved. The fundamental problem in most institutions is shortage of funds. • Participants are often not recruited from within and not returning to organization. The age criterion is a constraint especially for women. Shortage of funds has negatively affected the capacity to retain participants.

¹⁴ Development Assistance Committee, OECD (DAC).

¹⁵ 5 is the highest possible score.

DAC Criteria		Score ¹⁵	Comments
			<ul style="list-style-type: none"> Capacity building work by participant(s) not systematized. Higher in South-South Programme than in Primary Programme
	Capacity Building Goals of Partners in North (not relevant in S-S programme)	2	<p>Not so high for several reasons:</p> <ul style="list-style-type: none"> Participants often not recruited from and not returning to organization. The age criterion of the primary programme is a constraint. Capacity building work by participant(s) often not well planned and implemented.
	Information and engagement in Norway. (not relevant in S-S programme)	3	Redefined by Fredskorpset to include only the partner organization and its network. Relatively low because many participants are externally recruited. For the Youth Programme, this area is given a relatively high priority, and for this programme alone the score might be 4.
Efficiency (defined as outputs in relation to cost)	Direct measurement	2 (3 in S-S)	Many of the targeted outputs are achieved at the level of participants who are learning and developing skills (particular for the South participants) but the benefits could be enhanced through evening classes and e-learning. Very little is achieved in the form of institutional capacity building.
	In relation to alternatives	1 (3 in S-S)	Some of the capacity building outputs of the North-South exchanges could have been generated cheaper if the recruitment of participants from a neighbouring country had been an option.
Impact¹⁶	North Participants	4	North participants interviewed all stated that they learned a lot about themselves and about development issues. It has changed their lives and given them career opportunities.
	South Participants	5	South participants learnt and developed new skills and insights. It has significantly improved their employment and career opportunities. It has improved their prospects in life.
	South Partner	2 (3 in S-S)	The partner organizations are rarely benefiting from the enhanced knowledge and skills of the participants because they cannot afford to retain them for a long time. When participants have returned they often leave the partner organization within the first year after the exchange. S-S partners are benefiting more because the exchanges are well designed and well prepared.
	North Partner	2	The partners recruiting from within benefit more than the partnerships which recruit externally. Often the benefits are limited to the few staff who are directly involved in the exchange programme. The impact can be extended to pupils, students, patients and other users of the partnership organizations through successful dissemination and networking activities.
	Society in South	2 (3 in S-S)	The enhanced capacity in South organizations will be translated into positive impact for the society because of the nature of these organizations. Their work is relevant in a development context.

¹⁶ The ET assessed the likely impact of the achieved results. Actual impacts can only be measured after several years.

DAC Criteria		Score ¹⁵	Comments
	Society in North ¹⁷	1	The impact is now aimed at the partner organization and its immediate network. (For the Youth Programme, information dissemination is more emphasized, and the score for this programme alone is 4.)
Effective-ness	North Participants	3	The benefits are intangible and invaluable.
	South Participants	4	The benefits to the South participants are very high in terms of improved career opportunities.
	South Partnership Organization	2 (3 in SS)	The benefits to the organizations are not satisfactory, but the efficiency is higher in the S-S than in the N-S Programme because of its higher relevance.
	North Partnership Organization	2	The benefits to the partnership organization are often dubious. Mostly the people directly involved are benefiting. The exception is the private sector organizations, which have benefited to a large extent.
Sustain-ability	Participants	4	The benefits generated consist of attitudes, knowledge and skills. They will be sustained when they are used.
	Partners	3	The benefits of enhanced capacity are increased cost-efficiency in services delivery. Their sustainability depends on the financial and institutional sustainability of the partner organizations.
	Society	3	The benefits to society consist of improved services in terms of cost-efficiency and quality. They will be sustained for as long as the institutional capacity is sustained.

In summary, the exchange programme is assessed as very relevant in relation to Norwegian and host country development policies. It is less relevant and less efficient as an institutional capacity building programme.

The impact is very positive for the participants who to a large extent change their attitudes, learn and develop employable skills. In particular the benefits to the South participants are very significant.

The involved partner organizations do not fully benefit from the exchange programme because of poor feasibility studies and poorly conceived capacity building methodologies, poor planning and use of the exchange participants, and constraints to the full use of the skills upon return to the home country.

3.9 Conclusions Regarding the Exchange Programme

The concept of the Fredskorpset exchange programme has proven its potential as a capacity building programme in North-South as well as in South-South partnerships between public, private and civil society organizations.

It is important that the strategy and capacity building approach of exchanging staff belonging to the organizations is maintained and refined so that benefits at the level of the participants are not considered as an end in themselves. Exchanges are a means to achieving positive impacts at the institutional level and in society at large.

¹⁷ The impact of the Bringing People Together-events (DMM) is discussed in chapter 4.

The decision by Fredskorpset to accept partners who cannot recruit participants from within should be reviewed and revised. Such exchanges are less relevant and efficient, the impact is mainly limited to the level of the participants and they are not cost-effective.

Partnerships are very relevant at the policy level but have shown to be less so in a capacity building and information dissemination context. The reason is that feasibility studies and the preparatory activities do not give adequate attention to the capacity building aspects and the dissemination aspects of the exchanges.

While the portfolio of Fredskorpset partnerships is very relevant it can still be improved by adding more partnerships which have proven to be relatively successful because of their strong self-interest in staff development and institutional capacity building. This is the case in most of the private sector partnerships and often the driving force in most of the South-South partnerships. However, both categories need clarification with regard to activities which are eligible for support.

In the private sector there is a need to make a clear distinction between partnerships which generate public benefits and partnerships which generate private benefits. As a development programme Fredskorpset is subject to the same ethical principles as other development programmes and in general only the production of “public goods” should be supported. Subsidies to private individuals or private companies should not be part of a development programme.

The Fredskorpset statutes state that South-South partnerships are eligible for support when a Norwegian institution is involved. The sentence has caused staff of the MFA to question the legitimacy of some of the South-South partnerships several years after their approval. This is very unfortunate, and could cause uncertainty and confusion among the Fredskorpset Board members and the daily management. If such differences in the interpretation of the regulation between the MFA and the Board are real they need to be addressed immediately. If necessary, the statutes should be revised. The presence of a representative of a Norwegian institution is no guarantee for quality. Actually, the partnerships in the South-South Programme, which are considered less relevant and effective in a capacity building perspective, are managed by the regional office of a Norwegian partner in Kampala.

The Senior Programme is expensive and has not as yet added value. The unintended constraint of the age limitations of the primary programme needs urgent attention.

The role of Fredskorpset vis-à-vis the formulation and implementation of exchanges used to be reactive. However, the case studies and the experience of Fredskorpset has shown that considerable value can be added to the benefits of the exchanges when Fredskorpset plays a more pro-active and facilitating role, also in areas which are clearly the responsibility of the partners. This is now happening. Fredskorpset has increased the resources which are used to assist partnerships to perform better by a factor of 2 since 2004.

It has been assumed that partners are best suited to determine their own needs, but the experience shows clearly that assistance from professional specialists can improve the quality of the outcome of the partners’ self-assessments as well as the partner preparations for the exchanges considerably. Learning from the “best practices” among old Fredskorpset members appear to be a cost-effective approach.

Also, the management by the partners of the work of the participants can be improved so that the learning as well as the capacity building results are generated in a more cost effective manner.

The development of courses has been an important activity by Fredskorpset since its beginning. Participant and partner courses have been continuously improved and more can still be done to support the capacity building efforts of partners and participants by providing more

relevant information on organizational culture and capacity assessment and capacity building methodologies and techniques.

The monitoring by Fredskorpset focuses on the primary partners and on input and activities. No attempt has as yet been undertaken to include output and impact monitoring.

Handing over can be considerably improved by making examples of best practices available to partners and participants.

The period of follow-up information dissemination is not fully utilized. Better preparation and better monitoring of what is actually done is needed, preferably as part of a comprehensive communication strategy.

The sustainability of the benefits is generally not a problem. Benefits of participants in the form of knowledge and skills are sustained because participants often get improved job opportunities as a result of the exchange. Benefits in the form of enhanced institutional capacity will be sustained for as long as the institutions continue to exist provided it has adequate staff and financial means to continue to deliver its services.

3.10 Recommendations Related to the Exchange Programme

1. Merge the Senior programme and the Primary programmes and let exchanges be flexible within a framework focusing on the needs of the partners for capacity building.
2. Revise the Statutes in order to clarify the capacity building focus of Fredskorpset and the content of the South-South Programme.
3. Strengthen the Fredskorpset exchange programme capacity building concept by enhancing the capacity building focus in all stages of the exchange programme cycle from selection of priority sectors, feasibility studies, preparation of partners and participants, support to routines and work practices and personnel management at the partner institutions.
4. Make funds available to partners to procure consultancy services from local consultants in the South in order to prepare proper feasibility studies and cost-effective capacity building and Human Resources Development (HRD) programmes.
5. Make funds available to the regional offices in the South to provide improved preparation of South partners. It should be considered to make use of experienced South partners through the new national Fredskorpset networks to provide examples of best practices and to empower the secondary partners against dominating primary partners.
6. Use the good experiences of the South-South monitoring system to introduce a comprehensive and transparent monitoring system to all programmes and make sure that it monitors input, activities, and output. Develop a simple impact monitoring indicator system which can form the basis for a single management information system of Fredskorpset.
7. Continue the direct engagement in capacity building; continue to be innovative and proactive in course development, and continue constructive responsiveness towards course evaluations and relevant criticism.
8. Put an institutional mechanism in place which ensures improved course quality assurance – a mechanism which enables improved coordination particularly between the Network and Course Department and the Director's office in Oslo, but also involving the regional offices in the South, the key South partner who delivers the South preparatory course, and the regional course organizers in Norway. There might be a need for centralizing responsibilities to guarantee improved standardization and quality delivery.

9. Provide information to all participants regarding the possibility of combining the learning at the host partner with institutional learning through e-learning, distant learning and/or evening classes.
10. It is possible to include limited additional activities in the budget, such as local seminars and workshops, in order to enhance capacity building activities upon the return of the participant. This option could be extended and it could be utilized more actively. The funds may finance salary costs in poor organizations without means to provide a salary for a returning participant. It may also finance extended dissemination and capacity building activities of the South partner for workshops, participation in local and international seminars and for training of additional partner staff on short local courses conducted by the former participant. If Fredskorpset decides to include such additional funding to its programme, it is vital that safeguards are introduced to ensure that access to these funds does not become the main motive for taking part in the exchange programme, and that the organization has the necessary capacity and value to merit such support.
11. Fredskorpset should consider the follow-up information dissemination as an integrated part of their overall communication activities. The importance of these activities must be emphasized to partners and participants. Fredskorpset should ensure that plans for this are made at an early stage, and monitor that these are followed up.

4. Assessment of the Fredskorpset Information and Communication Programme

The Fredskorpset communication strategy is based on a notion of the exchange participant as a change agent, communicating her/his life changing experiences to her/his environment in various forms over a lifetime. However, the information and communication efforts by participants are not mentioned explicitly in the Fredskorpset communication strategy documents referred to in this chapter. This section concentrates on information and communication as defined by Fredskorpset's communication strategy documents.

4.1 The Legal and Administrative Framework

Being an administrative agency under the MFA, Fredskorpset has some bearings on their communication activities, as its officers are restricted by the legal framework formulated in the Civil Service Act (Statstjenestemannsloven) and, unlike Norwegian NGOs, expected to be loyal to Norwegian foreign and development policy. Fredskorpset is, however, granted a more flexible position than other MFA agencies, partly as a result of recent and ongoing restructuring processes in the MFA. Fredskorpset is thus the only MFA agency which has the Norwegian public as a defined target group. Norad limits its information work to Norad activities, and Norfund has no communication obligations towards the Norwegian public. The Information Department in MFA directs some of its activities in Norway towards North-South and development issues, but has very little staff.

According to the statutes, the Fredskorpset Board is responsible for the communication strategy. The MFA has, however, on several occasions contributed to strategic choices in this field, underlining that Fredskorpset communication is expected to:

- contribute to the development of poor countries as well as “growing insight about and involvement in North-South relations in Norway”;
- intensify sharing of information from the exchanges and establish networks;
- participate in the Norwegian Millennium Development Goals Campaign together with the UN bodies, the Norwegian UN Association, UNDP and UNICEF;
- inform the Norwegian public about Fredskorpset activities and the results of these activities, but avoid spending its resources on branding.

Fredskorpset's communication activities involve two departments with two different mandates. The Communication Department deals with the promotion of Fredskorpset's activities and the CSN Department acts as an executive body arranging public communication events. The two heads of departments handle policy and management issues related to communication in close cooperation with the Director. The Communication Department has two full time staff and a budget of NOK 2,8 million. Four out of 10 employees in the CSN Department are engaged in a growing number of public events, budgeted at NOK 4,5 million.

The Norwegian Millennium Development Goals Campaign is financed separately by the MFA and the management rotates among the four institutions involved.

4.2 The Objectives, Strategy and Achievements

The Fredskorpset communication strategy was formulated in 2001 and states that Fredskorpset is supposed to contribute to “a more equitable sharing of the wealth of the

world” and that the communication activities are supposed to contribute to “insight and involvement” in North-South and development issues. The partners and the participants are seen as the means to reach this goal, and the strategy states that Fredskorpset should work to be perceived more as a “movement” than an organization. The communication activities are concentrated mainly on partners and participants, based on a philosophy which can be summed up in three steps:

- Step 1: The purpose of Fredskorpset communication activities is to create partnerships;
- Step 2: Partnerships create development and change agents (participants);
- Step 3: Change agents disseminate information to their surroundings, thereby changing them.

This strategy has been modified and made operational several times. As the instructions from the MFA show (see above), the emphasis on external information has been growing, thus widening the scale of the communication activities. According to interviews, the main objectives of Fredskorpset’s communication activities today can be summed up as follows:

- to create awareness about Fredskorpset and the exchange model for development;
- to contribute to “growing insight about and involvement in” North-South relations in Norway.

There is no strategic document describing how Fredskorpset distinguishes between these two objectives and how to reach them. Judging from the communication activities it seems that the Communication Department is mainly in charge of the first objective, through standard methods like Internet, information materials and media. The CSN Department works towards the second objective through public events.

The Fredskorpset public events are called DMM (Der Mennesker Møtes) which are translated into “Bringing people together”. A DMM is an event initiated by Fredskorpset in close cooperation with a local municipality in Norway. The DMMs started in 2003 and the main purpose is to create an arena for Fredskorpset’s partners and participants by providing them with a network of relevant counterparts and audiences. The DMMs also seek to raise the awareness in a local community about ongoing and potentially relevant international activities and issues. This is done by engaging local politicians, schools, artists and immigrants/refugees, as well as some national celebrities, in a whole range of activities and seminars over several days. The most important DMM activities are school visits, the so-called “Future Workshop” where people debate a future strategy for international activities in the municipality and a public *soirée*. If the municipality qualifies, it is awarded the Fredskorpset International Municipality award celebrating its international involvement. In addition, local forces contribute with concerts, exhibitions etc. Former participants are invited to take part in the DMMs, but not as part of their obligatory follow up activities.

By the end of 2005 the DMMs had reached 35 local authorities. 100 schools with approximately 5500 pupils were visited in the same period. An estimated number of 1000 people have participated in the “Future Workshops”. The Fredskorpset Board has decided to expand the activity and another 30 DMMs have been scheduled for 2006.

The DMMs also serve as an arena for the Norwegian Millennium Development Goals Campaign, in particular related to the school visits. In addition, the Millennium Development Goals Campaign also cooperates with other public actors. In 2004/2005 it participated with stands, advertisements, PR and activities on six major events and in 2005/2006 the campaign has been involved in seven major events. In total 925,000 people attended these happenings, ranging from music festivals and youth football tournaments to marksman’s festivals and gay community festivities. The campaign is also represented in major Norad information activities and in the bi-annual MFA initiated International Weeks in medium sized Norwegian cities.

In 2004 Fredskorpset also started a biannual event called “North-South Forum”. This combines the international board meeting with public activities targeting the general public. In 2006 Nobel laureates were invited to discuss peace building and conflict management alongside a programme consisting mainly of Norwegian academics. The Forum was celebrated with a grand soirée in the Oslo town hall.

The target groups for Fredskorpset communication activities have thus grown from partners and participants to a whole range of groups, as shown in the figure below:

Table 9: Communication Target Groups and Activities in Norway

Target group	Communication Department Activity	CSN Department Activity
Staff	Meetings	“North-South Forum”
Partners	Meetings, Internet, Information materials	“North-South Forum” “Bringing people together” (DMM)
Active Participants	Internet, Member organization*	“Bringing people together” (DMM)
Former Participants	Internet, Member organization*	“North-South Forum” (North participants) “Bringing people together” (DMM)
Decision-makers	Internet, information about events, seminars, media, meetings with participants	“Bringing people together” (DMM)
General public	Internet, information about events, media, advertisements (campaigns)	“North-South Forum” “Bringing people together” (DMM)

* Note: The member organization is a new feature still to be introduced.

Decision makers and the general public in the South are not target groups for the Fredskorpset communication activities. The Regional Officers in Asia and Africa are responsible for the communication aspect of the South-South network, mainly directed at partners and participants. The relevant activities are to monitor the follow up activities of the participants in their home organizations and to initiate and support national or sub-regional network meetings of partners and participants. The Regional Officers are also instructed to hold national thematic conferences targeting a wider audience, but there is no comprehensive strategy covering this part of the Regional Officers obligations.

According to Fredskorpset, 80 per cent of the North exchange participants have been interviewed, most of them by local media. A Fredskorpset media profile, carried out by the ET reflects the commitment to local activities and events (see Appendix 5). This media profile further shows that:

- Fredskorpset has growing media coverage, even if few media focus on Fredskorpset as the main actor;
- Fredskorpset has substantially greater coverage in local/regional media than in national media;
- Fredskorpset’s events have a greater coverage than the exchanges;
- Where the exchanges are covered, the participant is in the forefront (not development issues);
- North/South and development issues are seldom focused on by the media;
- Fredskorpset is not a controversial actor in Norwegian media and does not generate debate.

4.3 Assessment in Relation to DAC Criteria

Relevance

It is difficult to assess the relevance of the Fredskorpset communication activities because the objectives are too broadly defined. This is reflected in the instructions from the MFA as well as the Fredskorpset information strategy. Objectives like “to create a more just world” or “to create growing insight about and engagement in North-South relations” are not operational.

Efficiency

Fredskorpset spends an increasing part of its budget on the DMM events (almost twice as much as on regular information activities in 2006). Measured by the participation in the events as well as the media coverage they generate, this seems to be an efficient use of resources in terms of creating awareness about Fredskorpset, relevant networks for partners and participants as well as an interesting platform for public involvement and debate. The efficiency is probably heightened by the fact that Fredskorpset has chosen to organize these events in small/medium size communities which gives them more visibility and supposedly a greater impact.

Impact

80 percent of the Fredskorpset exchange participants have been interviewed, most of them by local media. Together with the DMMs this suggests that the visibility of Fredskorpset’s activities, as well as the Millennium Development Goals Campaign, is quite high in local communities. The impact of this visibility is not measured by Fredskorpset.

There is little evidence that the communication activities have generated new partnerships, and there is equally little evidence that they have generated a broader “insight and involvement” in North-South and development issues in the population.

Effectiveness

Judging from the objectives formulated by the MFA, Fredskorpset has been quite effective when it comes to informing the general public about its activities. The media profile shows that when an exchange gets the media’s attention, the participants and partners are in the forefront and Fredskorpset is presented mainly as a facilitator.

The growing media attention does, however, seem to focus more on the DMM events than on the exchanges, and there is little mentioning of North-South and development issues. Given the context of media logic, this is not unexpected, but it means that the objective to create “insight and involvement” in development issues has to be addressed in a different manner.

The DMMs seem to be a relevant tool, as shown by the way they are used by the Millennium Development Goals Campaign. The relevance can, however, be enhanced by increasing the relevance of the content in a development context.

Sustainability

By putting its attention on local communities Fredskorpset succeeds in becoming highly visible through the media and facilitates the building of sustainable networks with local political and cultural institutions. As such, Fredskorpset has taken a clear strategic choice which appears to facilitate focused and sustained development on international issues and institution building in the small and medium sized municipalities. However, only limited coverage of North-South and development issues are presented in the local media.

4.4 Conclusions and Recommendations

4.4.1 Conclusions

Most of the Fredskorpset information and communication activities seem relevant, but there is no consistent strategy connecting them. The activities are distributed between two different departments, each with its own plan of action. Neither of them is responsible for the partici-

part's obligatory information dissemination activities, which is part of the partnership agreement and therefore the responsibility of the partners, monitored by the programme department. This monitoring needs to be strengthened and the participants information dissemination activities needs to be looked upon as part of the overall communication activities, not only as part of the project cycle.

Fredskorpset measures the number of events they organize, the number of people attending, and the visibility of the organization in the media. However, the organization has no systematic way of monitoring the impact of the communication activities.

The DMMs provide Fredskorpset with a network of local municipalities in all regions of Norway. This is potentially of great value to the Fredskorpset partners and participants as well as the municipalities themselves. The DMMs also represent a unique platform for public debate about topical and fundamental North-South and development issues. Fredskorpset has also chosen an interesting approach by including issues related to the situation of refugees and immigrants in Norway in its global framework.

4.4.2 Recommendations

Fredskorpset should formulate a consistent information and communication strategy. The strategy should include the participant's obligatory information dissemination activities, as well as strategic plans for the use of DMMs as vehicles for "insight and involvement" in North-South and development issues. The strategy should also address how to measure the impact of the information and communication activities.

Fredskorpset should further develop the DMMs as a platform for public debate about topical and fundamental North-South and development issues. This is a tool Fredskorpset can use without compromising its role as an administrative agency under the MFA. In order to achieve such a goal, it is important to coordinate or possibly restructure the relations between the two departments responsible for the information and communication activities. The expansion in the number of DMMs should not be at the cost of its relevance.

5. Assessment of the Fredskorpset Management

5.1 The Legal and Institutional Framework

The organization and management of Fredskorpset is presented in the same statutes¹⁸ which established the “new” Fredskorpset as an independent organization with special authority under the aegis of the Ministry of Foreign Affairs (MFA).

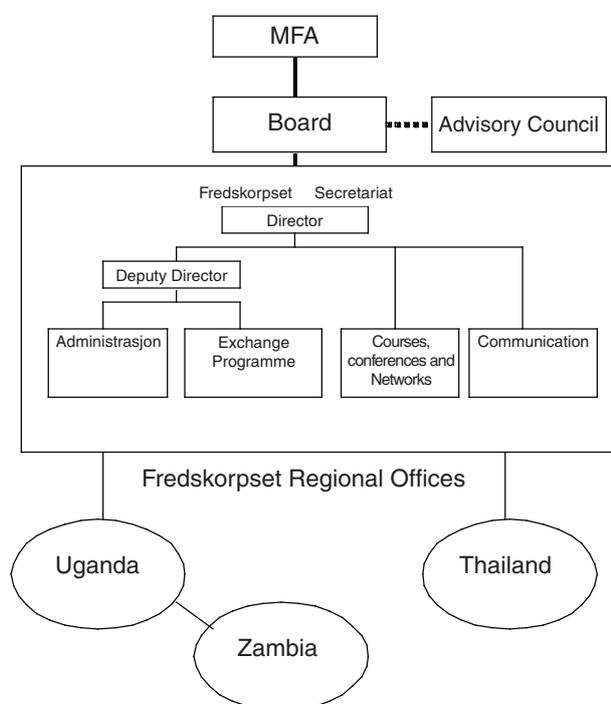
The special authority means that Fredskorpset:

1. is granted exception from the gross budgeting principle (which otherwise rules the state);
2. can execute its tasks autonomously and independently except for principal issues, which require MFA approval; and
3. can determine its organizational set-up and its manpower strength. However, staff is to be employed in the Establishment of the Civil Service and in accordance with the Civil Service Regulation¹⁹.

This Framework has remained unchanged since the establishment of Fredskorpset.

The Fredskorpset Organization is small, un-bureaucratic, flexible and service oriented. The organization consists of 26 staff in Norway and a small team of contracted personnel in three regional offices in Kampala, Lusaka and Bangkok, respectively.

The organogramme of the Fredskorpset is shown in the chart below:



¹⁸ “Statutes for Fredskorpset”, established by a resolution of the Crown Prince Regent on 2nd March 2000. The statutes were revised on 3rd December 2004.

¹⁹ The Civil Service Regulation, the Public Administration Act, the Public Secrecy act (offentlighetsloven) and the State Financial Management Guidelines are some of the relevant laws which apply to Fredskorpset.

MFA manages Fredskorpset via the annual budget appropriations and the related instructions regarding priority themes. Through the annual budgets new programmes and responsibilities have been introduced and its implementation is monitored via a half-annual review meeting during which Fredskorpset presents its progress report.

MFA has used the meetings and the instructions given in the appropriation letters to influence the profile of the partnerships, to establish two new programmes and to gradually focus more on qualitative aspects of the exchange programme and the information and communication activities.

MFA appoints a Board with seven individual members from different parts of civil society and business. The role of the Board is to act as a link to the daily management in respect of guidance as well as supervision.

The Board – on behalf of MFA – is the overall responsible for the professional and administrative management of Fredskorpset. According to the statutes the Board is responsible for:

- Developing guidelines for the activities of Fredskorpset;
- Determine the framework for the organization of Fredskorpset;
- Approve the annual plans of the Fredskorpset;
- Present the annual budgets for the MFA (the financial authority of Fredskorpset);
- Allocate resources to activities within the Fredskorpset in accordance with the letter of appropriation;
- Review progress, achievements and financial reporting;
- Prepare annual report and annual accounts for the Fredskorpset;
- Monitor that Fredskorpset is well managed;
- Ensure that relevant guidelines and procedures regarding the Fredskorpset activities are developed for potential partners;
- Be overall responsible for the information about Fredskorpset;
- Take care of all other important matters of Fredskorpset.

The daily management rests with a Director. The Director is appointed by the Board. The appointment is for a four year period which can be extended once. The statutes of Fredskorpset emphasize that daily management does not include unusual and important cases. In such areas, however, the Director can act on the basis of a special letter of authority.

During its first years the Board engaged in daily management issues. It prepared detailed principles for the work of the Secretariat such as the important "Rammedokument", dated 15.11.2000, which established many of the principles and procedures of the exchange programme and prepared the South-South Programme.

Another important document, "Platformdokumentet", was approved 15.12.2002. It focussed on the work in Norway. The following year the Board prepared a document "Hvor stort skal Fredskorpset være?" ("How big should Fredskorpset become?"), which argued for a rapid growth in the budget of Fredskorpset on the basis of its importance for Norway rather than the development impact in the South.

During the first three years the Board engaged in operational issues and was largely reactive vis-à-vis the MFA. Lately it has been acknowledge that the role of the Board is to guide and to supervise on behalf of MFA but also to play a more proactive role on strategic matters which is important for the development of the Fredskorpset. It has no less than eight meetings per year, has started a strategic planning exercise and sees lobbying by individual Board members for more resources for Fredskorpset as a legitimate matter. In order to enable the Director to manage, the Board has issued a general letter of authority to the Director, which minimizes the role of the Board in daily management issues. The Director has delegated responsibilities to the Deputy Director and to the heads of departments.

The departments are managed through terms of reference for the heads of departments, the strategies, annual work plans and budgets of each department and weekly meetings with the management team consisting of the Director, The Deputy Director and the heads of departments.

The South-South Programme is under the responsibility of the Deputy Director and managed by the regional offices through consultancy contracts, annual plans and annual budgets and regular meetings.

The regional offices, the programme director and the administrative director report to the Deputy Director, while the departments responsible for information, communication, courses and networks report directly to the Director.

While the Secretariat is organized into departments the work of Fredskorpset is organized as projects. Staff is allocated from the small and flexible organization in accordance with skills and availability on ad hoc basis.

An International Advisory Council consisting of representatives of partners advise the Board. It has a minimum of 15 members and according to the statutes meet at least once every second year to discuss matters of major and principle importance with the Board. The International Advisory Council had meetings in 2001, 2002, 2004 and September 2006.

An International Advisory Committee of four partner executives from three world regions is appointed as advisors to the Board.

The document prepared by the partner representatives at the 2004 meeting shows the importance of this forum. The main points include (i) the need for improved planning of exchanges, (ii) the need to clarify and create mutual understanding of the values of Fredskorpset, (iii) the need for a stronger "South" involvement in most aspects of the Fredskorpset activities, and (iv) the need for a Fredskorpset strategy to prevent unequal relations in all aspects of the Fredskorpset exchange programme.

While it can be argued that the Board, and at a few times the MFA, have been involved in operational matters, the management of Fredskorpset has by and large been sufficiently flexible and effective to ensure the implementation of the statutes with its specified goals and tasks.

5.2 Strategic Planning

The first strategic plan of Fredskorpset covered the period 2001-2006. According to the management team it quickly became outdated and no attempt was made to prepare an updated version.

However, the process to prepare a new strategic plan has been started, as a parallel process during which the Board members and the Fredskorpset daily management team will prepare their contributions. The Evaluation Report is considered an important input into the strategic planning process.

5.3 The Planning and Budgeting Process

The planning and budgeting is one of the most demanding roles of the Fredskorpset management team. In 2003 some Partnerships had expectations of receiving additional funds, but as the budget allocation from the MFA did not show the growth hoped for, not all expectations could be met. Since then Fredskorpset has been very careful not to raise expectations and the planning and budget process has been further refined.

The funds are allocated to budget lines on the basis of some basic principles. Only 15 per cent of the general budget to administration, and only 15 per cent of the exchange

programme is spent on common programme support activities such as courses, network meetings, DMM, studies and monitoring etc.

subsequently the allocation between programmes and sub-sectors within programmes is done in a process which is fundamentally political. The various signals from the MFA and other important stakeholders are taken into consideration, and on this basis a draft budget is prepared and presented to the Board.

At a later stage the detailed professional planning takes place on the basis of the perceived performance, outputs and efficiency of various partnerships applications. It is a problem that the management information system of Fredskorpset does not generate solid information on outputs and efficiency.

5.4 Financial and Human Resources

Fredskorpset receives an annual budget. It increased rapidly from NOK 4 million in 2000 to NOK 135 million in 2003, but then increased more slowly.

Table 10: Financial Resources of Fredskorpset

Budget (mill. NOK)	2000	2001	2002	2003	2004	2005	2006
	4.0	27,0	83	120	135	145	165

In relation to the implementation of its mission Fredskorpset has a few problems with its finance system.

Firstly, Fredskorpset aims to support long term capacity building of public, private and civil society organizations to promote development and international cooperation in up to 3-5 rounds of exchanges. However, like all state institutions, it receives an annual budget making it impossible to commit funds for more than one exchange period.

Secondly, as most partnerships are supported for three to four rounds of exchanges the finance available for new partnerships has been decreasing proportionally over the last three years. As a consequence potentially feasible projects have to wait until funds can be made for a feasibility study. The risk is that partnerships awaiting funds for the feasibility study are delayed and therefore may become irrelevant.

Thirdly, there is a risk that the uncertainty about the level of future funding has made Fredskorpset reluctant to invest resources in additional staff, staff development and quality management systems. The decision that administrative cost must not exceed 15 per cent of the budget could also delay necessary improvements in quality management systems.

Table 11: Fredskorpset Secretariat Staff – July 2006

Function	Number of staff
Director and Deputy Director	2
Administration	5
Exchange Programme*	6
Courses, conferences and network	10
Communication and Information	3
Total	26

* Note: In addition six staff are working at regional offices contracted as consultants

Fredskorpset appears to be a very attractive workplace. Recent recruitments of staff have resulted in a very high number of qualified applicants. Staff appears to be very qualified and dedicated, and the gender and age composition of staff is balanced.

The ET has a few observations regarding staff of the Secretariat:

- While staff is well qualified the ET observed that only a few have long practical experience with capacity building and human resources development in a developing country context;
- In relation to the recognized need to improve the quality of the exchange programme there seems to be relatively few staff working with the exchange programme;
- The work of staff of the exchange programme has been allocated towards primary partners in partnerships according to the location of the partner in Norway. The consequence is that partnerships in a particular developing country may be the responsibility of more than four different staff of the Secretariat. This makes it difficult to develop country specific expertise and synergies in national networks in the South, and increases the cost of supervision and backstopping;
- Staff participates in many meetings, seminars and workshops so investment in staff development is substantial at all levels. But there is no formalised staff development system in place in the Secretariat. As part of the strategic planning exercise it should be considered to undertake a human resources development needs assessment in order to identify possible areas of further competence development.

5.5 Management Systems, Performance Criteria and Performance Assessment

The staff is managed via annual and monthly work plans, progress reporting meetings and weekly meetings.

The annual and monthly work plans set performance targets but there are no quality performance criteria in the Secretariat.

All staff has a heavy workload. In the exchange programme this may have resulted in a re-active approach to the assessment of the quality of the feasibility studies (the partnership agreements) and the monitoring of the main primary partners.

It is obvious from the recommendations of the International Advisory Council that the South partners rightly feel that they are getting inadequate attention.

The partnerships are guided (managed) through an impressive system of guidelines, formats and reporting requirements. All the documents can be downloaded from the web-page of the Fredskorpset.

It is the impression of the ET, however, that these systems are not well utilized. Many partners find the formats complicated and often partners and participants have stopped using the reporting formats. There is a need to develop a simplified system of documents, which can form the basis for a uniform monitoring and management information system.

5.6 Management Information System

The ET meetings with the MFA, the Chairman and Deputy Chairman of the Board, and the Director and Deputy Director, made it clear that Fredskorpset does not have a unified Management Information System. Everyone seems to depend upon their own sources of information – some of them very systematically – others more at random.

The Secretariat does have a system consisting of the following documents:

- Partnership agreement;
- Participants contracts;
- Reports of the Primary Partners (based upon information from secondary partners and participants);
- Reports by Fredskorpset staff from mid-term visits to primary partners;
- Reports by Fredskorpset staff from ad hoc visits to partners.

The problem with these documents from a monitoring point of view is that the output of the exchange of a participant is rarely described in a concrete form so that its achievement can be monitored.

Therefore, it has not been possible for the Secretariat to move beyond input and activity monitoring, which is relatively uninteresting and useless as part of a Management Information System of a capacity building programme.

There is a need to develop a simple output monitoring tool which can become an important element in a simple Management Information System.

5.7 The Management of the South-South Programme

The South-South programme is organized differently from the other Fredskorpset programmes. The daily management of the programme has been outsourced to regional officers, organized as private companies. These positions have been obtained through public (but restricted) tender and the regional offices report to the Deputy Director in Oslo. The Asia regional office is located in Thailand and the Africa regional office in Uganda. A third sub-regional officer based in Zambia reports to the African office, but is employed on a separate contract with the head office in Oslo.

The primary responsibility of the regional officer is to represent Fredskorpset in initiation, planning, budgeting, preparation, execution, monitoring, reporting and evaluation of the South-South network cooperation. This includes preparation of all related agreements and budgets. Formal approval of collaboration agreements lies with the Director of Fredskorpset. This is valid for all contract levels.

The regional officer's company receives bulk funding and are free to employ additional personnel to execute the required tasks (e.g. monitoring). The company is also legally responsible for any employee hired by the regional officer.

These obligations are met by involving local and regional resources. The regional officers have also established regional networks of contact persons located in the biggest cities. These contact persons assist the regional office on practical issues related to courses, meetings, seminars etc. External consultants attached to the regional offices conduct monitoring and evaluation.

5.8 Conclusions and Recommendations Regarding Fredskorpset Management

5.8.1 Conclusions

The statutes provide clear guidance for the respective roles and responsibilities of the MFA, the Board, the International Advisory Council and the Director. However, MFA have issued detailed instructions on issues which are the responsibility of the Board.

The relative increase in the South-South partnerships and the need to address the imbalance in the North-South partnership speaks in favour of enhancing the influence of the South partners.

The first strategic plan (2001-2006) never became an action plan, perhaps because it was not linked to a financial framework and the annual work plans and budgets.

Without indicative three year rolling plans and budgets it will be difficult for Fredskorpset to encourage partnerships to develop exchanges which are part of comprehensive capacity building programmes.

The Fredskorpset daily management is working on a plan to gradually integrate the Secretariat and the regional offices in terms of daily management and in terms of placement of staff.

Fredskorpset does not have a human resources development plan, which supports its efforts to improve the quality of the exchanges.

Fredskorpset does not have a unified management information system. Based upon existing information and improved feasibility studies a simple performance indicator system can be developed. There is a need to request tangible outputs as the result of the feasibility studies, and these can in turn be utilized to identify milestones and output/impact performance indicators to be used in a simple performance indicator system.

Fredskorpset planning has been geared towards picking up and following the changing priorities of the political leadership of the MFA, rather than focusing on the optimum fulfilment of Fredskorpset objectives.

5.8.2 Recommendations

1. The Board should review ways and means of enhancing the influence of the South partners and prepare a practical proposal for enhancing the influence of South interests in the Board.
2. In order to become useful the 2006-2011 Strategy Plan should become an Action Plan directly linked to a financial framework and the annual work plans and budgets of Fredskorpset. The Board should present the need and proposal for a three year indicative financial framework with MFA.
3. The Strategy Plan should include an organizational development plan and a human resources development plan. An objective should be to utilize potential synergies between the Secretariat and the Regional Offices in terms of management systems, including quality assurance, and staff experience and competences.
4. Develop a comprehensive unified management information system, which can guide partners as well as Fredskorpset managers in their continued efforts to improve the quality of the exchanges.
5. The system of “political planning” should gradually be replaced by a planning system which uses the performance indicators as an input in the allocation of resources.

6. Fredskorpset Compared to Similar Programmes and Modalities

6.1 Fredskorpset within overall Norwegian Development Assistance

In general Fredskorpset falls squarely within the framework of Norwegian development assistance, however in some respect the institution stands out as a particular case. According to the statutes, Fredskorpset's overall objective is to contribute to the overarching aims of Norwegian development assistance. Fredskorpset is expected to strengthen civil society, local organizations and democratic structures. Appropriation letters from the MFA specify this further, stating that Fredskorpset should also concentrate on the key sectors of Norwegian aid: "Education; HIV/AIDS; sustainable development; private sector development, trade and agriculture; good governance; civil society; culture; peace building; ensuring the rights of women and children and the rights of vulnerable groups such as indigenous peoples and the disabled."²⁰ By virtue of this, Fredskorpset falls fully within and forms an integral part of Norwegian development policy.

On the other hand, Fredskorpset occupies a particular position within this context in several ways.

Institutionally, it is established as a separate state institution²¹. Formally, Fredskorpset is under the MFA, and is regulated through statutes and instructions in the yearly appropriation letters. This institutional set-up gives considerable independence in the day-to-day running of the institution and in the implementation of the instructions received.

Another distinguishing factor of Fredskorpset may be the wideness of its approach. Not only is the institution engaged in a variety of priority areas, as detailed above. It also covers all sectors: Civil society organizations from NGOs to social movements, public institutions, private companies and municipalities. Such wide coverage may be quite unique for a single funding mechanism.

More fundamentally, Fredskorpset further distinguishes itself by having the twin objectives of contributing to development in the South, and to increased knowledge about and involvement with North-South issues in Norway. Similar objectives exist for Norwegian development assistance's use of the NGO channel, where funds are granted according to purpose: One grant for development activities in the South and one grant for information activities in Norway. Fredskorpset's exchange programme appears to be fairly unique in combining these objectives for a single activity.

Finally, the use of the exchange of people as the key means of obtaining its objectives is also particular to Fredskorpset. In general, technical assistance was phased out of Norwegian aid during the 1990s. While the odd expert or advisor may still be found within a particular project or programme, such personnel assistance is now a peripheral part of Norwegian development cooperation. As a programme focusing directly and exclusively on the exchange of personnel, Fredskorpset is alone in Norwegian development cooperation.

But whether Fredskorpset is understood as located within the mainstream of Norwegian aid or as existing on the fringes, it remains a fact that in term of funds, it only makes up a very

²⁰ From the appropriation letter for 2005.

²¹ Statlig forvaltningsorgan med særskilte fullmakter.

small part. In the 2006 budget, the 165 million NOK allocated for Fredskorpset account for only 0.9 per cent of the aid budget. The relatively small weight of Fredskorpset within overall Norwegian aid is illustrated in Table 12.

Table 12: Norwegian ODA 2005 by Budget Item (in mill. NOK)

Budget Item	NOK	Per cent
Administration	776	4,3 %
Bilateral aid	2,934	16,1 %
Global budget lines	8,353	45,8 %
Civil society and democracy development (excluding Fredskorpset)	1,337	7,3 %
Fredskorpset	145	0,8 %
Private sector development	741	4,1 %
Transitional assistance (gap)	1,090	6,0 %
Relief, humanitarian assistance, Human Rights	2,733	15,0 %
Peace, reconciliation and democracy	1,397	7,7 %
Research, capacity building and evaluation	425	2,3 %
Various	53	0,3 %
Refugee costs in Norway	432	2,4 %
Multilateral aid	5,920	32,5 %
Other aid (non-ODA)	260	1,4 %
Total	18,242	100,0 %

Source: St.prp. nr. 1 (2006-2007)

Among the different Norwegian aid forms and channels, Fredskorpset probably has most in common with the NGO channel. Objectives of supporting civil society in the South as well as stimulating interest for North-South issues in Norway are common to the two funding channels. Ideas of equal partnerships are central to both and there is a significant degree of overlap in terms of organizations being supported through them. Moreover, the ideals of balanced partnerships are fundamental for both. Of course, Fredskorpset spans wider in that both public institutions and private companies take part in the programme, while on the other hand the NGO channel is much larger in monetary terms²². Still, given the mentioned parallels, it should be pointed out that recent policy documents emphasize roles for NGOs and civil society organizations as implementers of Norwegian development aid, which are very much in line with tasks assigned Fredskorpset. The common objectives are to strengthen civil society, democratization and the promotion of human rights, to provide services within key sectors such as education and health, to stimulate economic growth, to work for peace and reconciliation, and to promote the rights of vulnerable groups²³. Furthermore, it is interesting to note that the “Committee established by the MFA to assess the Norwegian NGOs as a channel for development cooperation” – also known as Rattsø 2 – in its final report presented in June 2006, came up with four main conclusions²⁴, three of which may have relevance also for Fredskorpset:

- The committee’s first main conclusion is to argue for a stronger South orientation and ownership in Norwegian development cooperation, implying for instance that civil society support should to a larger extent be channelled directly to organizations in the South. Fredskorpset’s South-South programme corresponds extremely well to this line of thinking;
- Secondly, the committee argues that within the framework of long term development cooperation, support through Norwegian NGOs should give priority to cooperation with “natural partners”, where North and South organizations should have similar social bases and tasks. Again, this corresponds well with Fredskorpset’s strategy, which is based on precisely such partnerships;

22 In 2004, NOK 3,220 million were channeled through Norwegian NGOs, almost 25 times the amount Fredskorpset received (MFA 2006: *Nye roller for frivillige organisasjoner i utviklingssamarbeidet*, p 47).

23 See for instance Stortingsmelding 35 (2003-2004); Borchgrevink 2004.

24 MFA 2006: *Nye roller for frivillige organisasjoner i utviklingssamarbeidet*, pp 41-43.

- Finally, the recommendation that support should be on the basis of more explicit goals and better systems for monitoring of results and for evaluations, may be seen as offering sound advice also for Fredskorpset.

Other aid programmes with similarities to Fredskorpset is Norad's "MatchMaking Program" (MMP) and the Norad's Programme for Master Studies (NOMA; until 2006 called the Norad Fellowship Programme). The MMP aims at establishing joint ventures between Norwegian companies and companies in India, Sri Lanka and South Africa. It offers funding (partial) and consultancy services for the identification of partners, establishing first contacts and realizing feasibility studies. There is a similarity to Fredskorpset in the objective of establishing North-South partnerships, but the fact that the MMP is limited to the private sector and does not involve the exchange of personnel means that the programme logic is basically different from Fredskorpset's. The NOMA offers grants for people from developing countries to study in Norway. The Programme is managed by the Norwegian Council for Higher Education. Parallels to Fredskorpset include the focus on capacity building through the development of skills and knowledge in individuals. However, the NOMA lacks the mutuality and reciprocity of Fredskorpset's partnership model, and it deals only with formal education, which Fredskorpset is specifically blocked from supporting. Thus, the MMP and NOMA programmes should basically be seen as complementary to Fredskorpset rather than overlapping.

Another parallel which could be pointed out is between Fredskorpset and the many twinning arrangements, which have been established between communities and municipalities in the North and South. The umbrella organization *Vennskap Nord-Sør* (Friendship North South) embraces close to 200 such twinning arrangements with Norwegian communities. Some of these take part in Fredskorpset's programmes, but the important thing in this respect is that this idea of concrete solidarity between people, which predates the new Fredskorpset (and may even have inspired it), also has significant public and political support.

In conclusion, Fredskorpset has the same overarching objectives as Norwegian development cooperation in general, and is in many ways parallel to the financially important and politically relatively uncontroversial NGO channel. Thus, Fredskorpset should be seen as a natural part of Norwegian development assistance. But Fredskorpset also has important particularities, in terms of objectives both in the North and the South, and in terms of its focus on exchange of people. Fredskorpset occupies a separate niche, which no other institutions or programmes fill.

6.2 Comparison with other Exchange Programmes

According to the TOR for the evaluation, Fredskorpset should be compared with similar programmes from other countries. Two relevant programmes have been identified – Sida's Exchange Programme and the Canadian Crossroads International. These programmes both share the characteristic of being reciprocal exchanges between partner institutions in the North and South. The main emphasis of the comparison will be on the different modalities of exchange, and the relative strengths and weaknesses will be discussed. We are requested to compare the programmes in terms of cost-effectiveness.

6.2.1 Sida's Exchange Programme

Sida's exchange programme²⁵ was established in 2002. Overall long-term objectives of the programme are:

Increased interest and involvement in global development issues and the promotion of international dialogue;

25 This description is based on interviews with the persons responsible for the programme at Sida's NGO Division and Division for Capacity Development and Exchange Programmes for Swedish Partners on the 16.08.06, as well as the report *Sida's Exchange Programme – Evaluation of its Pilot Phase* (Sida Evaluation 05/02) and the guidelines 'Riktlinjer för utbytesverksamhet' (Sida 28.06.2006).

- Promotion of internationalization;
- Increased knowledge about the causes of poverty and how global conditions in the North and South affect each other;

Expected results for the groups involved in the exchanges are that:

- Increased contacts between Sweden and developing countries are developed;
- The new actors and groups become involved both in the North and the South;
- The participants are introduced to the idea that North and South are bound together and that the poverty issue needs to be resolved in cooperation and dialogue;
- The exchange contributes to meetings and mutual learning between new groups;
- The participants do information activities in the respective countries, based on acquired experiences.

Sida supports exchanges between groups in Sweden and in developing countries. A key requirement is that participants should be new to international exchange and development issues. Planning and implementation should be done by the groups in the North and South together, and mutuality/reciprocity (*ömsesidighet*) is a central principle. There should be some previous contact between the groups, and they should also have some common denominator in social basis or identity. North and South participants are matched in pairs, and the groups stay together for at least two weeks in each country. The exchange should focus on a specific issue or topic, and programmes for the visits should be elaborated in advance. Funding is given as a block grant, calculated on the basis of the number of persons in the exchange. The amount granted is small²⁶ and expected to cover travel costs plus some additional costs. In addition, funds can be provided for planning and for follow-up of the contacts established. Three main channels exist for the programme: The NGOs having framework agreements with Sida apply for funds for exchanges involving groups from their membership base; the National Board for Youth Affairs channel funds for youth groups and organizations, while the Swedish Association for Local Authorities is the link to municipalities and local communities. The programme is still in its pilot phase. An evaluation was carried out in 2004, and led to some revisions of the programme, including clearer requirements and obligations for participating groups. From 2007, the programme becomes permanent.

6.2.2 *Canadian Crossroads International*

Canadian Crossroads International (CCI)²⁷ is a non-profit development and education organization, which since 1969 has facilitated exchanges of people between Canada and countries in the South. The programme objectives are to:

- Promote cross-cultural understanding and sustainable development;
- Educate Canadian volunteers by providing opportunities to live and work in a developing country, and to educate volunteers from developing countries by providing opportunities to live and work in Canada;
- Develop leadership skills in programme participants and volunteer leaders in Canada and the developing world;
- Promote understanding of the root causes of inequitable development and encourage involvement in these issues.

CCI stresses the development focus of their work, and states that the focus is less on intercultural exchange and more on capacity building and professional exchanges to help organizations overseas improve the efficiency, effectiveness and scope of their work.

CCI has different programme lines. The main difference is between individual programmes where participants are recruited according to specific skills required by host institution or

²⁶ Currently SEK 39,700 per exchanged pair.

²⁷ This description is based on information from the web pages of CCI (www.cciorg.ca) and of Foreign Affairs and International Trade Canada (<http://www.dfait-maeci.gc.ca/menu-en.asp>) as well as e-mail communication with the organisation.

project, such as computer skills, and group programmes, which do not require specific skills, where participants work together on concrete projects such as the construction of a clinic.

CCI identifies NGOs or community-based organizations in the South to work with, and finds homologue organizations in Canada to link in partnerships. South participants are placed in a Canadian partner organization to learn from this organization's work and methodology, and bring this knowledge back to the South partner organization. Compared to Fredskorpset, CCI takes a much stronger role, and organizes everything around the exchanges – including the identification of partner organizations and the recruitment of participants. According to the annual report for 2004/2005, a total of 121 participants took part in the exchange programme. This figure includes 96 people going from Canada to work in a country in the South, 21 people coming from a Southern country to work in Canada, and four people on South-South exchanges. Public funding account for the majority of CCI's budget, the rest is covered through various forms of fundraising. An interesting feature of the programme is that participants (at least the Canadian ones) are required to fundraise between CAD 1,000 and 2,500 (depending on programme line) for the organization.

6.2.3 Comparison with Fredskorpset

These brief descriptions make it clear that even if the two programmes share the characteristic with Fredskorpset of being two-way exchanges of people between the North and the South, there are also fundamental differences.

The objectives of the Sida programme are considerably less ambitious than Fredskorpset's, with the focus on giving new persons and groups their first international contacts and experiences, and little or no ambition of directly contributing to development in the South.²⁸ It is also a very different form of exchange, with brief visits rather than extended work placements.

The CCI programmes are more similar to Fredskorpset's, but there are also important differences: For CCI, exchanges are shorter than for Fredskorpset, the partnership model is not as distinct as in Fredskorpset; the programme seems to be more North-dominated; by only working with community-based organizations, the programme is far from covering the wide spectrum as Fredskorpset does; and CCI does not appear to invest as much in preparation courses or network activities.

In short, the programme of Fredskorpset has a longer duration, a more varied portfolio, and is larger in monetary terms than the others. There are also differences in modalities, and more investments in ensuring the quality of the exchanges. These differences make it irrelevant to compare the programmes in terms of cost efficiency. However, a simple indicator could be cost per participant-exchange-month for the different programmes. Rough estimates for this would indicate that the Fredskorpset Youth programme comes out lowest with around NOK 10,000 per month, while the Sida programme is a little below NOK 20,000 and Fredskorpset primary programme a little above this figure. The available figures from CCI indicate considerably higher costs, in the range of NOK 45,000, but these figures appear to be artificially inflated through the accounting principles used²⁹. Also in other respects the CCI figures might not be directly comparable to those of Fredskorpset and Sida because the outputs are quite different. The more elaborated Fredskorpset programme is cheaper per month simply because of the duration, thus discounting travel costs and other one-time costs over a longer period. Furthermore, it makes no sense to compare the price of an exchange that aims at creating development through capacity building in the South (Fredskorpset) with one which simply aims at bringing new groups of people together (Sida).

²⁸ In the original guidelines from 2002, the objectives include "Democratic development through a strong civil society" (without specifying whether this was expected to happen in Sweden or the South). However, in the revised version of the guidelines, from 2006, this objective is no longer included.

²⁹ These include the estimated value of voluntary work in the total costs.

The following points evolve from comparing the programmes:

- Sida and CCI both require that participants do not have previous experience of exchanges or longer stays in developing countries. The intention is to maximize the potential impact of the exchanges in terms of giving participants new knowledge and experiences. Such a requirement would be meaningless in Fredskorpset's Primary Programme, but it could be considered for the Youth Programme;
- Sida staff expressed interest in the fact that Fredskorpset does not separate between funds for development in the South and for information in the North. In Sida, there are different budget lines for these purposes, with strict instructions not to mix these funds. This very common bureaucratic requirement is an obstacle to the creation of synergies between these two types of activities, a problem which Fredskorpset avoids due to its explicitly stated twin objectives;
- Sida, on the other hand, has other exchange, volunteer and internship programmes to complement the exchange programme described above. Without going into the details of these programmes, it can be pointed out that the creation of variety of programme lines allows multiple objectives and forms of exchange to be realized.

7. Summary of Conclusions and Recommendations

The tables below summarises the Conclusion and Recommendations of chapter three, four and five and suggest actions to be taken by the various stakeholders.

Conclusions, Recommendations and Proposed Action Regarding the Exchange Programme		
Conclusion	Recommendation	Proposed Action
<p>The Fredskorpset concept has proven its potential as a tool to achieve the given objectives.</p> <p>The focus on Capacity Building and recruitment from within should be maintained.</p> <p>Partnerships are very relevant but the potential is not fully utilized because the capacity building focus is inadequate.</p> <p>The portfolio of Partnerships can still be improved in order to improve the performance.</p> <p>The South-South programme is very successful.</p> <p>The Senior Programme is expensive and has not as yet added value. The unintended constraint of the age limitations of the primary programme needs urgent attention.</p>	<p>Revise the Statutes in order to clarify the capacity building focus through exchange of own staff as well as the content of the South-South Programme.</p> <p>There is a need to clarify the Fredskorpset statutes regarding the involvement of Norwegian institutions in the South-South Programme.</p> <p>Merge the Senior and the Primary programmes and let exchanges be flexible within a framework focusing on the needs of the partners for capacity building.</p>	<p>The Board to prepare a proposal for revised statutes for the attention of MFA</p>
<p>Need for clear guidelines on private sector partnerships in order to generate “public goods” rather than private benefits.</p>	<p>Board to prepare instruction to Secretariat.</p>	<p>Board</p>
<p>The role of Fredskorpset vis-à-vis the formulation and implementation of exchanges should be more proactive.</p> <p>Assistance from professional specialists can improve the quality of the outcome of the partners’ self-assessments as well as the partner preparations for the exchanges considerably.</p> <p>Management by the partners of the work of the participants can be improved so that the learning as well as the capacity building results are generated in a more cost effective manner.</p>	<p>Enhance the capacity building focus in all stages of the exchange programme cycle.</p> <p>Make funds available to partners to procure consultancy services from local consultants.</p> <p>Make funds available to the regional offices to provide improved preparation of South partners.</p> <p>Use the existing option to support activities aiming at enhanced capacity building after the return of South participants.</p>	<p>Board and Secretariat through the new Strategic Action Plan</p>
<p>Participant and partner courses have been continuously improved and more can still be done by providing more relevant information on organizational culture and capacity assessment and capacity building methodologies and techniques. There has been uneven quality among the courses in the South.</p>	<p>Continue course development, and continue constructive responsiveness towards course evaluations and relevant criticism. Strengthen QA of courses in the South.</p>	
<p>Handing over can be considerably improved by making examples of best practices available to partners and participants.</p>	<p>Make examples of best practices available to partners and participants.</p>	

The period of follow-up information dissemination is not fully utilized. Better preparation and better monitoring of what is actually done is needed.	Improve the preparation and monitoring of information dissemination.
---	--

Conclusions, Recommendations and Proposed Action Regarding the Information and Communication Programme		
Conclusion	Recommendation	Proposed Action
The monitoring by Fredskorpset focuses on the primary partners and on input and activities. No attempt has as yet been undertaken to included output and impact monitoring.	Introduce a monitoring system covering input, activities, and outputs. Develop a simple impact monitoring indicator system. Increase direct monitoring of South Partners in North-South exchanges.	
<p>Most activities seem relevant, but there is no consistent strategy connecting them. The activities are distributed between two different departments, each with its own plan of action.</p> <p>The participant's obligatory information dissemination activities are the responsibility of the partners. They are monitored by the programme department. This monitoring need to be strengthened and the activities needs to be looked upon as part of the overall communication activities.</p>	<p>Formulate a consistent strategy. It should include the participant's obligatory information dissemination activities, as well as strategic plans for the use of DMMs as vehicles for "insight and involvement" in North-South and development issues.</p> <p>Coordinate or possibly restructure the relations between the two departments responsible for the information and communication activities.</p>	Board and Secretariat through the new Strategic Action Plan
Fredskorpset has no systematic way of monitoring the impact of the communication activities.	The strategy should also address how to measure the impact of the information and communication activities.	
The DMMs provide a network of local municipalities which is potentially of great value to the Fredskorpset partners and participants as well as the municipalities themselves. It is a unique platform for public debate about North-South and development issues.	Further develop the DMMs as a platform for public debate about North-South and development issues.	
Fredskorpset has also chosen an interesting approach by including issues related to the situation of refugees and immigrants in Norway in its global framework.		

Conclusions, Recommendations and Proposed Action Regarding the Fredskorpset Management		
Conclusion	Recommendation	Proposed Action
<p>The statutes provide clear guidance for the respective roles and responsibilities of the MFA, the Board, the International Advisory Council and the Director. However, MFA have issued detailed instructions on issues, which is the responsibility of the Board.</p> <p>The relative increase in the South-South partnerships and the need to address the imbalance in the North-South partnership speaks in favour of enhancing the influence of the South partners.</p> <p>The first strategic plan (2001-2006) never became an action plan, - perhaps because it was not linked to a financial framework and the annual work plans and budgets.</p> <p>Without indicative three year rolling plans and budgets it will be difficult for Fredskorpset to encourage partnerships to develop exchanges which are part of comprehensive capacity building programmes.</p>	<p>MFA should not add too many responsibilities on top of the existing ones.</p> <p>Review ways and means of enhancing the influence of the South partners and enhancing the influence of South interests in the Board.</p> <p>The 2006-2011 Strategy Plan should become an Action Plan directly linked to a financial framework and the annual work plans and budgets of Fredskorpset.</p>	<p>Proposal to be prepared by Board for decision by MFA</p> <p>Action Plan and a proposal for a three year financial framework to be prepared by Board for decision by MFA</p>
<p>The Fredskorpset daily management is working on a plan to gradually integrate the Secretariat and the regional offices in terms of daily management and in terms of placement of staff.</p>	<p>The Strategy Plan should include an organizational development plan and a human resources development plan. An objective should be to utilize potential synergies between the Secretariat and the Regional Offices in terms of management systems, including quality assurance, and staff experience and competences.</p>	
<p>Fredskorpset does not have a human resources development plan, which support its efforts to improve the quality of the exchanges.</p>		
<p>Fredskorpset does not have a unified management information system. Based upon existing information and improved feasibility studies a simple performance indicator system can be developed.</p> <p>There is a need to request tangible outputs as the result of the feasibility studies, and these can in turn be utilized to identify milestones and output/impact performance indicators to be used in a simple performance indicator system.</p>	<p>Develop a comprehensive unified management information system, which can guide partners as well as Fredskorpset managers in their continued efforts to improve the quality of the exchanges.</p> <p>The system of "political planning" should gradually be replaced by a planning system using the performance indicators as an input in the allocation of resources.</p>	<p>The Management Information System is part of the tools to implement the Strategic Action Plan to be developed by the Secretariat and approved by the Board</p>
<p>The planning of Fredskorpset has been geared towards picking up and following the changing priorities of the political leadership of the MFA, rather than focusing on the optimum fulfilment of Fredskorpset objectives.</p>		

Annex 1: TOR of the Evaluation

Terms of Reference

Evaluation of Fredskorpset

1. Background

1.1 *The "old" Fredskorpset*

The Norwegian Fredskorpset³⁰ was originally established in 1963, largely influenced by the US Peace Corps. This idea of sending young volunteers³¹ to developing countries received support by all political parties in Norway except the Communist Party. It was decided that Fredskorpset would be based on the principle of reciprocity, and conflict resolution should be promoted through practical aid work. Fredskorpset was administratively located within Norad. It was seen as part of the general Norwegian development cooperation, particularly in the field of capacity building and institutional development.

The volunteers recruited by Fredskorpset were normally perceived as relatively young Norwegian idealists. Before they were sent abroad they would go through a selection process and attend preparatory courses focusing on their upcoming meeting with a new country and culture. These volunteers covered several technical areas, e.g. health work, agriculture and education. Compared with other aid experts, the volunteers were expected to work in more remote areas and were considered to establish close contacts with people at the community level.

However, during the 1990s Fredskorpset underwent increasing criticism. First of all, a shift from technical aid to institutional cooperation was taking place within development aid in general. The context within the developing countries had changed since the inception of Fredskorpset and there was a strong belief in making use of the local expertise, which had developed. Secondly, Fredskorpset was said to be too far removed from its original idea and concept. The volunteers were by then a group of people whose average age was 40 and whose salary was approaching that of other technical assistance experts. Its operations were furthermore seen as disconnected from ordinary Norwegian efforts in development cooperation. Due to increased criticism Fredskorpset was discontinued in 1999. Approximately 2,000 Norwegians had by then worked as volunteers for Fredskorpset.

1.2 *The "new" Fredskorpset*

In 2000 Fredskorpset³² was re-established as an independent organization administratively situated under the Ministry of Foreign Affairs (MFA). The final decision for this re-adjustment of Fredskorpset was made through St.prp.nr. 67 (1998-99), where the government stated that Fredskorpset should contribute to strengthening the civil society in the South while promoting contact and cooperation between people and organizations in Norway and in the South.

³⁰ Original formal term: "Norwegian Agency for International Development – Volunteer Service".

³¹ A certain minimum wage was received, and the volunteers were provided housing, electricity and an interest free car loan.

³² Also called FK-Norway.

It is stated in the statutes³³ for the “new” Fredskorpset that its aim is to “assist in implementing the overarching aims of Norway’s collaboration with the developing countries”. Following this Fredskorpset is instructed to “contribute to establishing contact and cooperation between individuals, organizations and institutions in Norway and the developing world, based on solidarity, equality and mutuality”. To meet its purpose Fredskorpset shall:

- “promote mutual learning
- help return knowledge and experience to participants’ own societies
- help develop and strengthen civil society in developing countries
- strengthen local organizing and democratic structures in developing countries
- improve the ability of the local population to set their own development goals and reach them
- help to enhance participation from the developing countries in international co-operation”³⁴.

In addition to its statutes, Fredskorpset is guided by several other documents. First and foremost the yearly letter of appropriation³⁵ from MFA, stating the tasks and priorities for Fredskorpset in the year to follow. The white paper “Fighting Poverty Together” (St.Meld.nr. 35) and the Millennium Development Goals also comprise guiding documents for Fredskorpset as its operations are to be an integral part of Norwegian development cooperation.

In December 2005, the board of Fredskorpset passed a memo³⁶ which establishes the following five result areas:

- The composition of Fredskorpset’s portfolio
- The goal achievement of the partner organizations
- The goal achievement and results of the individual participants
- Results of external networks and information
- The quality of the administration.

The result areas have been developed on the basis of the various guiding documents for Fredskorpset.

The methodology applied by Fredskorpset is the support to so-called *partnerships* between organizations, institutions and companies. Exchange programmes are to be initiated by the partners themselves. To apply the partner organizations have to conduct a feasibility study jointly, specifying the objectives of the exchange programme. The organizations then sign a partnership agreement, presenting the division of responsibilities of the partner organizations. The feasibility study and the partner agreement constitute the application which is then considered by Fredskorpset against a set of criteria for the exchange projects. If the application is accepted, it is the responsibility of the partner organizations to carry out the recruitment of the *individual participants*.

It is furthermore the responsibility of the partner organizations to provide practical support to their own participants during the exchange period. The main responsibilities of Fredskorpset are the funding of the exchange programmes and training of the selected participants, as well as quality assurance of the entire process. This division of responsibility between the partners and Fredskorpset is regulated through written contracts and agreements.

Approximately 70 per cent of Fredskorpset’s exchanges are carried out in Norwegian partner countries. Subsequently, information exchange takes place between Fredskorpset and the concerned embassies at country level.

33 “Statutes for Fredskorpset”, established by a resolution of the Crown Prince Regent on 2 March 2000. The statutes were revised on 3 December 2004.

34 Ibid.

35 Tildelingsbrevet.

36 “Fredskorpsets mål og resultater”.

Fredskorpset currently consists of four different programme lines: the Primary Programme – which is the largest – the South-South Programme, the Youth Programme and the Senior Programme. Each of these programmes has a defined age limit. The programme cycle consists of mainly three steps³⁷: Preparations (including training), posting and follow-up (homecoming activities). Templates have been developed for the administration of these tasks. The timeframe for an individual exchange project is normally at least twelve months, while the ideal length of a partnership is seen as three to five years³⁸.

During the period 2001 to 2004, there were 442 partners involved in the planning and implementation of exchange programmes, totalling 1,202 individual participants. These participants and their partner organizations represent a wide range of knowledge and competence, but the main professions/themes include development cooperation, universities/research, media, business and religious societies. During this time period 53 per cent of the total participants were female, while there has been a slight male majority in the participation from the South. At the end of 2004 52 per cent of the participants came from the South, of which African countries were the dominating group. Besides Norway, South Africa, Tanzania, Kenya and Uganda are the main exchange countries.

The South-South exchanges have steadily been increasing over the past few years. These exchanges have the same objectives as the other programmes, but they are considered by Fredskorpset to contribute with more professional relevance than Norwegian partners can when covering certain needs of the South. The South-South exchanges are often networks composed of partners in several countries and media is by far the professional area most covered. These exchange programmes are managed by the regional representatives of Fredskorpset in Africa and Asia.

In addition to the programme lines above, Fredskorpset runs different kinds of information and network activities to achieve its main objective. On the one hand a series of events called “Bringing People Together” are held in Norway to “create awareness and enthusiasm towards North-South questions and the UN Millennium Development Goals”³⁹. This is done through for instance visits to schools. On the other hand network seminars are held in the South, inviting homecoming participants with the aim of establishing networks among these former participants. Lastly, Fredskorpset has been organizing conferences both in Norway and in the South, focusing on different issues such as entrepreneurships and the role of the media in fighting corruption.

Fredskorpset is governed by a Board consisting of seven members who are appointed by the MFA for a two year period. The Secretariat is led by the Director General, who is responsible for the daily management of Fredskorpset. The annual budget for Fredskorpset is decided by the Norwegian parliament. The appropriations for 2001 were NOK 19 mill and the appropriations have been steadily increasing to NOK 165 million in 2006, amounting to a total of NOK 667 mill.

1.3. *Similar programmes and modalities*

There are several other existing exchange programmes similar to the Norwegian Fredskorpset. At the bilateral level, Sida⁴⁰ supports an exchange programme which is based on reciprocal exchanges between occupational groups or interest groups in Sweden and their counterparts in the South. In the longer run these kinds of exchanges are meant to contribute to democratic development through a strong civil society. Another comparable organization is Canadian Crossroads International, whose programmes support exchanges between volunteers from Canada and from the South, as well as exchanges between countries in the South. Likewise, the UN Volunteers is the volunteer arm of the United Nations. Approximately 30,000 UN Volunteers have worked in about 140 countries since 1971.

37 "Rammedokument for Fredskorps-programmer", 15 November 2000.

38 "Fredskorpset Programme Strategy".

39 FK-Norway Annual Report 2004.

40 Sida's Exchange Programme. Swedish International Development Cooperation Agency.

There are also aid modalities which are tangent to Fredskorpset. For instance can fellowship programmes entail similar elements through exchanges of students at master's level. Furthermore twinning arrangements can be seen as parallel as they are supposed to strengthen the public institutions in the South through cooperation with public institutions in the North such as tax authorities and statistical bureaus. These institutions will have similar mandates in their respective countries and through cooperation among equal colleagues twinning is seen as a method to develop the authorities within the developing countries. By the same token, there are joint ventures between companies, such as Norad's MatchMaking Programme for companies in Norway, India, Sri Lanka and South Africa. These partnerships foster the exchange of technology and business skills.

2. Rationale and purpose

2.1 Reasons for the evaluation

Six years have passed since the re-establishment of Fredskorpset. MFA therefore considers it timely to take a closer look at the development of the organization throughout this period, what role the organization plays today, and whether any changes are called for.

On this basis, Norad's Evaluation Department is commissioning an evaluation of Fredskorpset.

2.2 Purpose

Based on the above, the main purpose of the present evaluation is

- d) to help determine how and to what extent the work of Fredskorpset concurs with the overall objectives of Norwegian development cooperation,
- e) to provide recommendations regarding the future role of the organization, and
- f) to provide useful data on performance and goal achievement as a basis for learning for Fredskorpset, partners and individual participants.

This evaluation is to be formative with a strong learning element, by generating knowledge and creating discussions. The main users of the evaluation results will be MFA and Fredskorpset. The evaluation will mainly apply the evaluation criteria of relevance⁴¹ and effectiveness⁴². In addition, the evaluation will address the efficiency⁴³ of Fredskorpset compared with similar programmes and modalities supported by Norway or other donors. To the extent possible, aspects of impact⁴⁴ should be included.

3. Scope and delimitations

The evaluation will cover the time period 2000 to 2006, i.e. from the inception of the "new" Fredskorpset until today. The evaluation will, however, apply a more historical perspective when deemed necessary. The evaluation will furthermore cover all programme lines, although the Senior programme only has been in operation since 2004.

To fulfil its purpose, the evaluation should cover – but not necessarily be limited to - the following main components and underlying evaluation questions:

(i) Fredskorpset's activities

Describe the rationale behind the "new" Fredskorpset compared with the "old", the exchange programmes and what constitutes the "project cycle", the participants and partner organizations, other activities besides the exchange programmes, the monitoring and evaluation system, and the distribution of financial resources.

41 Definition of relevance: "The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies" (Glossary of Key Terms in Evaluation and Results Based Management, OECD/DAC).

42 Definition of effectiveness: "...an aggregate measure of (or judgement about) the merit or worth of an activity, i.e. the extent to which an intervention has attained, or is expected to attain, its major relevant objectives" (ibid.).

43 Definition of efficiency: "A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results" (ibid.).

44 Definition of impact: "Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended" (ibid.).

(ii) *Administration and management*

Describe the governing structure between MFA, Fredskorpset, the partner organizations and the individual participants, the internal management structure of Fredskorpset, the internal division of labour, and the available management tools to administrate the division of labour.

Describe categories of challenges participants have encountered during their stay, the monitoring mechanisms to capture such problems, and responsibilities to support the participants when possible problems arise.

Assess the strengths and weaknesses of today's governing structure and division of labour.

(iii) *Results and goal achievement*

Describe the programme logic behind Fredskorpset's activities.

Analyse whether there is consensus regarding the programme logic and whether there are any conflicting objectives, if there are any differences between goals and tasks for partners in the South and in the North, and between the partners of South-South exchanges, to what extent the goals of the exchanges are clear and precise, and to what extent the achievements are measurable, how the goals for the individual exchange project are linked with the goals for the institution and thereby the exchange programme.

Assess the results (outputs and outcomes) of the individual exchanges and the partnerships by 2006, whether the exchange programmes have any unintended effects, whether the funds could have been spent differently to obtain a better goal achievement, and how and to what extent the information activities in Norway contribute to the organization's main objective. Assess to what extent Fredskorpset's performance and overall portfolio are in accordance with its statutes and other guidelines. Identify the main enablers and barriers in achieving the intended results.

Assess whether the preparations make the participants sufficiently prepared, the role and influence of the participants as change agents both at and outside the work place and both during and after the exchange, and to what extent the homecoming activities are perceived as relevant by the participants and the partner organizations.

(iv) *The principles of partnership and reciprocity*

Describe what characterises the relationship between the partners from the North and the South, and the partners of South-South exchanges.

Analyse who takes the initiative for the exchanges, whether the partners have different motives and expectations, to what extent the relationships/exchanges are equal, whether certain categories of exchanges are more mutual than others, whether female and male participation respectively account for any differences in these respects.

If there is an asymmetry in power and influence between the partners, discuss how it affects the exchanges per se and how this can be overcome.

(v) *Comparison with similar programmes and modalities*

Compare Fredskorpset and similar programmes and modalities with regards to effectiveness and expenditures, highlighting the similarities and differences.

(vi) *Fredskorpset's role within Norwegian development cooperation*

Analyse how and to what extent Fredskorpset's activities differ from other kinds of development cooperation, and the value added of Fredskorpset seen in the context of Norwegian development cooperation.

Assess how and to what extent Fredskorpset's activities and portfolio are relevant in relation to the overarching goals of Norwegian development cooperation.

(vii) *Recommendations regarding the future role of Fredskorpset*

Summarise the overall conclusions from the above components, focusing on the strengths and weaknesses of Fredskorpset.

Present the main recommendations, emphasizing the role of Fredskorpset within Norwegian development cooperation, the relationship between MFA, Fredskorpset and the partner organizations, the volume of the programmes, as well as Fredskorpset's portfolio.

4. Methodology

It will be part of the assignment to develop a detailed methodological framework for this evaluation. Nonetheless, the following methods should at a minimum be considered:

- Document analysis (relevant policies and other regulatory documents, programme documentation, previous evaluations, etc.).
- Questionnaire survey.
- Interviews of key stakeholders (MFA, Fredskorpset, partner organizations and former participants⁴⁵).
- Field visits to Uganda, Tanzania, Kenya and South-Africa⁴⁶.
- Comparative analysis of Fredskorpset and similar programmes and modalities based on existing evaluations and studies during the time period 2000-2006.

A reference group for the evaluation has been established in order to secure stakeholder involvement. The Evaluation Department will involve the reference group throughout the evaluation process, ensuring a learning experience during the process.

5. Evaluation team

The evaluation should be undertaken by a multi-disciplinary team of at least three members with experience in the following areas:

- development cooperation
- institutional analysis
- Norwegian public administration
- private business
- civil society
- media and communication.

The Team Leader must possess extensive experience in conducting evaluations.

The Team Leader shall use national evaluators during the fieldwork, ensuring that they are equal members of the evaluation team. It would furthermore be preferred if the team would present a gender balance.

The language requirements within the team are English and Norwegian.

6. Reporting

The Consultant shall submit the following reports:

1. An *inception report* providing an interpretation of the assignment. This includes a detailed description of the methodological design to be applied such as sampling strategies, methods of investigation and data collection, and analytical approach. The inception report should also include an assessment of relevant programmes and modalities for the comparative analysis. The inception report will be subject to discussions within the reference group and to the approval of Norad's Evaluation Department.

⁴⁵ The Consultant will select a limited number of exchanges in consultation with the Evaluation Department. These exchanges could be selected on the basis of categories such as programme lines, area of cooperation, primary or secondary partnership, etc.

⁴⁶ Selection criteria for countries: a) Countries covering all four programme lines; b) countries covering several of the main professions/themes being supported; and c) at least one country which is both a partner country for Norwegian development aid and at the same time defined as a Least Developed Country (LDC). The countries chosen are not meant to be representative but rather illustrate different contexts.

2. A *draft report* presenting the preliminary findings. The draft report shall be subject for discussions with the reference group and other relevant stakeholders.
3. Within three weeks of receiving the reference group's comments on the draft report, a *final report* shall be submitted. The final report shall include the conclusions and recommendations, as well as an Executive Summary. The evaluation report must be presented in a way that directly enables publication.

All reports shall be written in English. The Consultant is responsible for editing and quality control of language.

The Team Leader shall report to the Evaluation Department on the team's progress on a regular basis, including any problems that may jeopardize the assignment.

The Consultant is expected to adhere to the DAC Evaluation Quality Standards.

The final report should not exceed 50 pages, excluding annexes.

A budget and work plan must include sufficient time for presentations of conclusions and recommendations.

7. Organization and budget

7.1 Tentative timetable

March 2006	Invitation to tender
May 2006	Signing of contract
June 2006	Inception Report
Sept 2006	Draft report
Oct 2006	Final report
Nov 2006	Printed report, distribution and dissemination

7.2 Budget

Number of person weeks stipulated: 45.

Annex 2: List of Institutions and Persons Consulted

Annex 2.a Case Partners in Tanzania

Partner	North partner	South partners	Program type	Project name
Tanzania Federation Of Cooperation (TFC)		Uganda ++	S-S	Agribusiness Forum, Zambia - 3272
ANPPCAN Tanzania		Uganda, Kenya ++	S-S	ANPPCAN - 9064
UNA Tanzania	FN-sambandet Sør	Uganda	Prim.	FN Sambandet Sør- 9173
Muhimbili University College of Health Sciences	Helse Bergen - Haukeland Universitetssykehus		Prim.	Haukeland Univ. sykehus, Enhet int. samarb - 2114
Muhimbili University College of Health Sciences	Helse Bergen - Haukeland Universitetssykehus		Senior	Haukeland Univ. sykehus, Enhet int. samarb - S2012
Ocean Road Cancer Institute	Helse Bergen - Haukeland Universitetssykehus		Senior	Haukeland Univ. sykehus, Enhet int. samarb - S2012
Muhimbili University College of Health Sciences	Helse Bergen - Haukeland Universitetssykehus		Prim.	Haukeland Univ. sykehus, Sent. for tropemed.- 2712
Institute of Social Work (ISW)	Høgskolen i Akershus +		Prim.	Høgskolen i Akershus, avd. for vernepl. - 2153
MEHAYO Center (Mental Handicap Youth Trust Fund)	Høgskolen i Akershus +		Prim.	Høgskolen i Akershus, avd. for vernepl. - 2153
Journalists Environmental Assoc. of Tanzania (JET)		Uganda, Kenya +	S-S	Journalists Envir. Assoc. of Tanzania (JET)- 8163
CHRISC Tanzania	Kristen Idrettskontakt (KRIK)	Kenya, Uganda +	Prim.	Kristen Idrettskontakt (KRIK) - 4024
Tanzania Media Women's Association (TAMWA)	Mediehøgskolen Gimlekollen		Prim.	Mediehøgskolen Gimlekollen - 8183
Tanzania Media Women's Association (TAMWA)		Uganda	S-S	Tanzania Media Women's Association (TAMWA) - 8135
Norconsult Tanzania	Norconsult		Prim.	Norconsult AS - 7091
NORPLAN Tanzania Branch	Norplan		Prim.	Norplan - 9153
Tanzania Wildlife Research Institute (TAWIRI)	NTNU ++	South Africa	Prim.	NTNU, Fakultet for Natu vit. og teknologi- 2163
Sokoine University of Agriculture (SUA)	NTNU ++	South Africa	Prim.	NTNU, Fakultet for Natu vit. og teknologi- 2163
Bagamoyo College of Arts	Stavanger Kulturskole +		Senior	Stavanger Kulturskole - S2022
Org. for Community Development and Educ. (OCODE)	Strømmestiftelsen	Uganda ++	Youth	Strømmestiftelsen, Act Now - U1024
Tanzania Trad. Energy Developm. and Environm. Org	Sweco Grøner AS		Prim.	Sweco Grøner AS- 3203
Haydom Lutheran Hospital	Sørlandet Sykehus HF		Prim.	Sørlandet Sykehus HF, Kristiansand - S2041
Bagamoyo Secondary School	Thor Heyerdahl Videregående skole +	Kenya, Uganda	Prim.	Thor Heyerdahl vgs - 2603
Majorityworld Tanzania	Utviklingsfondet ++	Uganda ++	S-S	Uganda Home Pages (DRIK Africa) - 8211
Environ., human rights care and gender organiz.			Prim.	Utviklingsfondet - 1097

Annex 2.b Case Partners in Uganda

Partner	North partner	South partners	Program type	Project name
Uganda Cooperative Alliance		Tanzania ++	S-S	Agribusiness Forum, Zambia - 3272
Makerere University, Fac. of Agriculture		Tanzania ++	S-S	Agribusiness Forum, Zambia - 3272
ANPPCAN Uganda		Kenya, Tanzania ++	S-S	ANPPCAN - 9064
UNA Uganda	FN-sambandet Sør	Tanzania	Prim.	FN Sambandet Sør- 9173
Sungenor Holdings Ltd			S-S	GenoMar Supreme Philippines, Inc - 3223
HURINET		South Africa ++	S-S	Human Rights Network (HURINET) - 7142
Skylit Agencies		South Africa ++	S-S	Institute for Democr. in South Afr. (IDASA) -9233
RUDMEC		Kenya, Tanzania +	S-S	Journalists Envir. Assoc. of Tanzania (JET)- 8163
CHRISC Uganda	Kristen Idrettskontakt (KRIK)	Kenya, Tanzania +	Prim.	Kristen Idrettskontakt (KRIK) - 4024
Masindi Red Cross	LNU/Troms Røde Kors		Youth	Landsrådet for No. barne-/ungd. org.(LNU)- U6033
Makerere University, Fac. of Technology	Norsk Form ++		Prim.	Norsk Form- 3056
Ministry of Education	Notodden ressurscenter ++		Prim.	Notodden Ressurscenter - 2272
St Joseph's Technical Institute	Notodden ressurscenter ++		Prim.	Notodden Ressurscenter - 2272
Kings College Budo	Notodden ressurscenter ++		Prim.	Notodden Ressurscenter - 2272
Mengo Senior School	Notodden ressurscenter ++		Prim.	Notodden Ressurscenter - 2272
Uganda Bureau of Statistics	SSB		Prim.	Statistisk Sentralbyrå (SSB)- 2024
National Forestry Authority	Statskog+		Prim.	Statskog- 5202
Uganda Wildlife Authority	Statskog+		Prim.	Statskog- 5202
Child Restoration Outreach (CRO)		Tanzania, Kenya	S-S	Stromme Foundation Eastern Africa - 4033
Uganda Women Concern Ministry (UWCM)		Tanzania, Kenya	S-S	Stromme Foundation Eastern Africa - 4033
Stromme Foundation, Regional Office East Africa		Tanzania, Kenya	S-S	Stromme Foundation Eastern Africa - 4033
Feed The Children		Tanzania, Kenya	S-S	Stromme Foundation Eastern Africa - 4033
Vision Teso Rural Development Organisation		Tanzania, Kenya	S-S	Stromme Foundation Eastern Africa - 4033
Support Org. for Micro-Enterpr. Developm. (SOMED)		Tanzania, Kenya	S-S	Stromme Foundation Eastern Africa - 4033
West Ankole Diocese (WAD)	Strømmestiftelsen	Tanzania ++	Youth	Strømmestiftelsen, Act Now - U1024
Child Restoration Outreach (CRO)	Strømmestiftelsen		Youth	Strømmestiftelsen, Act Now - U1024
Kampala Diocese (KAD)	Strømmestiftelsen		Youth	Strømmestiftelsen, Act Now - U1024
UMWA		Kenya, Tanzania +	S-S	Tanzania Media Women's Association (TAMWA) - 8135
Uganda Home Pages (DRIK Africa)		Kenya, Tanzania	S-S	Uganda Home Pages (DRIK Africa) - 8211
Makerere University	Utviklingsfondet ++	Tanzania ++	Prim.	Utviklingsfondet - 1097

Annex 2.c Case Partners in Kenya

Partner	North partner	South partners	Program type	Project name
ANPPCAN regional office - Kenya		Uganda Tanzania ++	S-S	ANPPCAN - 9064
ANPPCAN Kenya		Uganda Tanzania ++	S-S	ANPPCAN - 9064
St. John's Community Centre			S-S	Christian Health Ass. of Malawi (CHAM)-4071
Global Entrepreneurs Africa Ltd.	Global entrepreneurs		Prim.	Global Entrepreneurs- 3112
Vihika Community Development Organization (VCDO)		Uganda, Tanzania +	S-S	Journalists Envir. Assoc. of Tanzania (JET)- 8163
The Africa Alliance of YMCAs	KFUK-KFUM Global		Youth	KFUK-KFUM Global U6023
African Women and Child Information Network (AWC)	Kirkens Nødhjelp (NCA)		Prim.	Kirkens Nødhjelp - 1045
Mathare Youth Sport Association (MYSA)	Kristen Idrettskontakt (KRIK)	Tanzania Uganda +	Prim.	Kristen Idrettskontakt (KRIK) - 4024
African Women and Child Information Network (AWC)	Mediefabrikken i Akershus		Prim.	Mediefabrikken i Akershus- 8073
Fellowship of Christian Unions (FOCUS)	Norges Kristelige Student og Skoleungdomslag NKSS		Youth	Norges Kr. Student- og Skoleungdomslag - U4024
Kenya Red Cross Society (KRCS)	Norges Røde Kors		Youth	Norges Røde Kors- Ungdomsdelegater U1033
Sigowet Division	Samnanger kommune		Prim.	Samnanger kommune - 9103
Voi Municipal Council	Skodje kommune		Prim.	Skodje kommune - 5102
CARE Kenya	ARC-Aid +		Prim.	Stiftelsen ARC-aid - 1057
Women Economic Empowerment Consort (WEEC)		Tanzania, Uganda	S-S	Stromme Foundation Eastern Africa - 4033
Community Initiative Support Service (CISS)		Tanzania, Uganda	S-S	Stromme Foundation Eastern Africa - 4033
Association of Media Women in Kenya (AMWIK)		Tanzania ++	S-S	Tanzania Media Women's Association (TAMWA) - 8135
Ski Pix Limited		Tanzania Uganda	S-S	Uganda Home Pages (DRIK Africa) - 8211

Annex 2.d Case Partners in South Africa

Partner	North partner	South partners	Program type	Project name
Bloem Water Board			S-S	Bloem Water Board - 5153
BDOCA (Biodynamic And Organic Certific.Authority)	Debio		Senior	Debio - S7012
Centre for the Study of Violence and Reconciliat.		Uganda ++	S-S	Human Rights Network (HURINET) - 7142
Institute for Democracy in South Africa (IDASA)		Uganda ++	S-S	Institute for Democr. in South Afr. (IDASA) -9233
NAFCOC	Intech AS +		Senior	Intech AS/Norsk-SørAfrikansk handelskammer -S3012
The South African National Council of YMCAs	KFUK-KFUM Global		Prim.	KFUK-KFUM Global - 9073
Social Change Assistance Trust (SCAT)	Kirkens Nødhjelp (NCA)		Prim.	Kirkens Nødhjelp- 1202
Social Change Assistance Trust (SCAT)	Kirkens Nødhjelp (NCA)		Youth	Kirkens Nødhjelp, Cfc U1015
Sports Coaches' Outreach (SCORE)	Norges idrettsforbund og olympiske komité (NIF)		Youth	Norges idrettsforbund og ol. komité (NIF) - U7031
Sports Coaches' Outreach (SCORE)			S-S	Sports Coaches' Outreach (SCORE) - 9254
Field Band Foundation	Norges Musikkorps Forbund (NMF)		Prim.	Norges Musikkorps Forbund - 8043
University of Pretoria	NTNU ++	South Africa	Prim.	NTNU, Fakultet for Natuvit. og teknologi- 2163
UNISTEL Technologies	RE-TURN AS		Prim.	RE-TURN AS - 3282
Desmond Tutu Peace Centre (DTPC)	Stiftelsen ARC-aid (ARCAID)		Prim.	Stiftelsen ARC-aid - 1056
Robben Island Museum	Stiftelsen Arkivet		Prim.	Stiftelsen Arkivet - S 8012
Ntuzuma Lutheran Parish (Ntuzuma township)	Ullern menighet (Bydel Ullern)		Youth	Ullern Bydel og Menighet- U5013
University of the Western Cape (UWC)	Universitetet i Stavanger		Prim.	Univ. i Stavanger, lærerutd./int.nasj. - 2504

Annex 2.e Case Partners in Norway

North partner	Location	Contact person
Statskog+	7809 Namsos	Jørgen Hoffmann
Samnanger kommune	5650 Tysse	Karin H. Steinsland
Haraldsplass Diakonale Sykehus	5009 Bergen	Solveig Ullaland
Helse Bergen - Haukeland Universitetssykehus	5021 Bergen	Jon Wigum Dahl
Norges Musikkorps Forbund (NMF)	5807 Bergen	Øyvind Storheim/ Silvelin Havnevik
RE-TURN AS	1630 GAMLE FR.STAD	Per Billy Hansen
FN-sambandet Sør	4613 KRISTIANSAND	Gunvor K. Andresen
Strømmestiftelsen	4664 KRISTIANSAND	Harald Eikeland
Sørlandet Sykehus HF	4604 KRISTIANSAND	Sissel Ledang
Mediehøgskolen Gimlekollen	4604 KRISTIANSAND	Ragnhild Klippen
ARC-Aid +	4613 KRISTIANSAND	Elisabeth Tackoor
Stiftelsen Arkivet	4613 KRISTIANSAND S	Stein Christian Salvesen
Thor Heyerdahl Videregående skole +	3255 LARVIK	Bente Hoel
Skodje kommune	6260 Skodje	Ann-Mari Abelvik
Notodden ressurscenter ++	3672 NOTODDEN	Anne Haugen Wagn
Norsk Form ++	0182 OSLO	Heidi Dolven
SSB	0033 Oslo	Per Schøning
Utviklingsfondet ++	0159 Oslo	Alice M. Ennals
Global entrepreneurs	0265 Oslo	Endre Opdal
Mediefabrikken i Akershus	2010 STRØMMEN	Turid Marthinsen
Høgskolen i Akershus, Avd. for vernepleierutdanning +	2001 LILLESTRØM	Kobla Agbota
Norconsult	1338 SANDVIKA	Carl T. Johnsen
Norplan	0275 Oslo	Morten Johnsen
Norsk Folkehjelp +	0028 Oslo	Trygve Augestad
Sweco Grøner AS	1324 LYSAKER	Jonas Sandgren
Debio	1940 BJØRKELANGEN	Morten Ingvaldsen
Intech AS +	1396 BILLINGSTAD	Søren Falch Zapffe
Norges idrettsforbund og olympiske komité (NIF)	0840 Oslo	Sverre Aarsand
Ullern menighet (Bydel Ullern)	0280 Oslo	Jostein Nesvåg
Norges Kristelige Student og Skoleungdomslag NKSS	0130 Oslo	Frode Brügger Sætre
Norges Røde Kors	0133 Oslo	Håvard Hovdhaugen
Kristen Idrettskontakt (KRIK)	0805 Oslo	Håvard Nygjerde
KFUK-KFUM Global	0130 Oslo	Anja Elise Husebø
Kirkens Nødhjelp (NCA)	0130 Oslo	Grethe Moen Johansen
Stavanger Kulturskole + Universitetet i Stavanger,	4007 STAVANGER	Hanne Mæland
Hum. fakultet, Inst. for førskol Univ. sykehuset i Nord-Norge,	4036 STAVANGER	Jorunn Melberg
Ergoterapi - Fysioterapi	9038 TROMSØ	Torill Davida Nilsen
NTNU, Fakultet for Naturvitensk. og Teknologi ++	7491 TRONDHEIM	Eivin Røskaft/Nina Bjørken
LNU (Landsrådet for Norges Ungdomsorganisasjoner)	0157 Oslo	Kjersti Koffeld
Afrikan Youth in Norway (under LNU)	0551 Oslo	Robert Ochieng/Thomas Prestø
Troms Røde Kors (under LNU)	9200 Bardufoss	Ann-Kathrin Pettersen (arbeidssted Harstad)
Prevista (Statskog)	Kongsberg	Erik Trømborg
Haukeland	Bergen	Grete Marie Eilertsen
Gimlekollen/NRK	Kristiansand	Sigbjørn Nedland
Notodden Ressurscenter	Rukjan	Olav Tov Røysland
Notodden Ressurscenter	Lunde	Ragnhild Norheim

Annex 2.f List of People Met

Organization/Title	Name
Ministry of Foreign Affairs	
Director General	Vegard Ellefsen
Deputy Director General, Department for promotion and protocol	Kåre Stormark
Director General	Nils Haugstveit
Senior Advisor	Dag Nissen
Norwegian Ambassador to Kenya	Elisabeth Jacobsen
Norwegian Ambassador to South Africa	Ove Thorsheim
Advisor	Kirsti Methi
Norwegian Embassy in Tanzania, Programme Officer	Kari Edvardsdahl Hansen
Norwegian Ambassador to Uganda	Björg Leite
Norad	
Head of Evaluation	Asbjørn Eidhammer
Programme Officer	Anette Haug
Programme Officer	Tale Kvalvaag
Fredskorpset Board	
Chairman	Per K Lunden
Vice-Chairman	Marianne Damhaug
Fredskorpset Secretariat	
Director	Tor Elden
Deputy Director	Helge Espe
Head of Programme Department	Live Bjørge
Head of Administration	Grete Thingelstad
Head of Communication Department	Håkon Ødegaard
Head of CSN Department	Knut Jostein Berglyd
Head of Course Division	Ellen Linde
Senior Consultant, Programme Department	Synnøve S Seljeflot
Senior Consultant, Programme Department	Kristine Østrem Alsvik
Sida, Stockholm	
Programme Officer	Carin Zetterlund Brune
Training and Programme Officer	Amandio Lopes
Regional Office in Kampala	
Head of Regional Office	Meskel Fikre
Programme staff	Yonathan Fikre
Monitoring and Evaluation Officer	Georgina Angela Manyuru
Partners and Participants in Kenya	Directors, coordinators and participants with visited partners
Partners and Participants in South Africa	Directors, coordinators and participants with visited partners
Partners and Participants in Tanzania	Directors, coordinators and participants with visited partners
Partners and Participants in Uganda	Directors, coordinators and participants with visited partners
Primary Partners and Participants in Norway	Directors, coordinators and participants with visited partners

Annex 3: The Case Study Process and the Validation of Information

1. The Phases of the Case Studies

Case studies have been conducted in the following stages:

1. Studying of the relevant files (partnership agreements including feasibility study, agreement between Lead Partner and FK and participant agreement) in order to construct a logical framework for the Partnership and a logical framework for the exchanges.
2. Collection of primary information through interviews with partners and participants in Tanzania, Kenya, South Africa and Uganda, and in Norway in order to collect information to assess the partnerships against the five DAC criteria and to provide logical explanations of the performance.
3. Validation of the information and the explanations through comments from Partners and FK.
4. Collecting additional primary information from Fredskorpset Secretariat in order to understand how its supporting role may or may not have impacted on the outcome.

2. The Selection of Cases

There has been no attempt to make a random or a random stratified selection of cases. The case population is not attempted to be representative. The intention was that the cases should be illustrative rather than representative. The ET managed to interview at least one of the partners in all the active partnerships in Kenya, South Africa, Tanzania and Uganda.

3. The Interview Guide

The ET has ensured that the cases are developed under similar circumstances and that the same techniques are applied. But it has also been important that the interviewed has been allowed to speak freely without constant interruptions. Therefore no pre-made interview format has been used. The conversation has followed a timeline approach through the various phases of the Partnership/exchange in order to ensure that sharing of information and understanding (focus on cause effect relationships) rather than judging was the focus of the interview.

The interview with the coordinator of the partner of the case study started with a presentation of the partner organization and its objectives, history and capacity building problems. Subsequently, the history of the development of the partnership was recorded and compared to the partnership agreement as recorded in the document.

The interview with the participants took its point of departure in the job description as well as the actual jobs done. The working relationship between the participant and colleagues as well as other staff in the organization was explored in order to assess various elements of capacity building including skills transfer and transfer of organizational culture elements.

The interview guide was field tested in Tanzania in early July. The revised guide then formed the basis for the interviews carried out with partners, participants and coordinators in the four

countries, ensuring methodological coherence.

The case study meetings proceeded according to the following Outline Agenda:

The length of the sessions varied but included similar elements:

9.00 a.m.: Welcome with a brief introduction by the International Consultant

9.05 a.m.: Interview with the responsible coordinator from the host organization and a presentation of the partner organization and the exchange programme and partnership agreement (30 minutes)

9.30 a.m.: Interview(s) with participant(s) from abroad being on exchange organization (30 minutes per participant)

10.30 a.m.: Interview(s) with person(s) from host organization working closely with participant from abroad (30 minutes per person)

11.00 a.m.: Interview(s) with person(s) from host organization who has been a participant with a partner abroad (30 minutes per participant)

11.30 a.m. Focus group discussion with everybody present on lessons learnt and recommendations (30 minutes)

4. Structure for Each Agenda

The Welcome Brief included:

- Presentation of the participants
- Brief presentation of the TOR and methodology of the evaluation
- Brief summary review of the Log Frame of the Partnership
- Brief history of the Partnership (by the Coordinator of the Partnership)

The Interviews with Partners (the Partnership Coordinator) included the following elements:

- The background of the partner organization (objective, establishment and growth)
- Alternatives to FK as a source of finance for inter-organizational exchanges
- The summary history of the formation of this partnership
- The role of the partner in the preparatory phase
- The role of FK and the regional representative in the preparatory phase
- The feasibility study and the partnership agreement
- The identification of the participants to be exchanged
- Approval of participants from abroad
- Criteria for selection of candidates to go abroad
- The preparation course - the involvement - if any - of the partner organization. Did the partner get a feed back report from the participants?
- The first week (introduction to the participant to the partnership organization and the translation of the TOR of the participant into responsibilities)
- The monitoring by the partner coordinator of the performance of the participant
- The development of the content of the exchange
- The relationship with colleagues (at the same level in the organisation)
- The relationship with the coordinator of the partnership and with the head of the partner organization
- The debriefing at the termination of the exchange
- The one month programme of information and communication (in the home organisation)
- The debriefing seminar organised by FK or the regional representative
- A self assessment of the partner: what did the partnership organisation benefit, and in

which areas did the partnership organization contribute to the development of skills and attitudes of the participant.

- A self-assessment of the partner organization as a partner in the context of the five DAC evaluation criteria
- An assessment of FK organization as a support agent to provide value added in the context of the five DAC evaluation criteria
- An assessment of the regional representative as a support agent to provide value added in the context of the five DAC evaluation criteria
- An assessment of the FK system in the context of Norwegian development assistance
- An assessment of the information, communication and networking activities – also in relation to sustainability of the benefits generated by the FK system.

The Interviews with Participants included the following elements:

- The background of the participants (education and job history):
- The summary history of the exchange
- The role of the participant in the preparatory phase
- The preparation course
- The first week (introduction to the partnership organisation and the translation of the TOR into responsibilities)
- The development of the content of the exchange
- The relationship with colleagues (at the same level in the organisation)
- The relationship with the coordinator of the partnership and with the head of the partner organization
- The debriefing at the termination of the exchange
- The one month programme of information and communication (in the home organization)
- The debriefing seminar organised by FK
- A self assessment of the participant: what did s/he learn, in which areas did s/he contribute to the capacity building of the host organization.
- An assessment of the partner organization as a partner in the context of the five DAC evaluation criteria
- An assessment of FK organization as a support agent to provide value added in the context of the five DAC evaluation criteria
- An assessment of regional representative as a support agent to provide value added in the context of the five DAC evaluation criteria
- An assessment of the FK system in the context of Norwegian development assistance.

Interview(s) with person(s) from host organization working closely with participant included:

- The background of the participants (education and job history):
- Role and responsibilities of the interviewed person in the partner organization
- Knowledge and understanding of the purpose of FK, the partnerships and the exchange programme
- Assessment of the performance and impact of the exchange and the ability of the participant to contribute to the objective of the partnership
- Assessment of the partnership model as a mean for capacity development of staff and organisation of the partnership organization.

5. The Verification of Information in Case Studies

Verification by Partners and Participants

Case study draft reports were prepared after each interview and e-mailed to the partners in the four African countries through the Regional Office and the National Focal Points.

Only in a very few cases did the ET receive comments and this approach to verification appeared not to be cost-effective and was therefore not continued after the interview with Norwegian partners.

Verification through Interviews with Partners in Norway

Interviews with partners in Norway served two purposes:

The ET collected additional information regarding the objectives, experiences and benefits from the Norwegian partners and participants who had concluded their exchange.

The ET double checked and verified/falsified information provided by the South partner, the South participants and the Norwegian participants interviewed in Africa.

Verification through Interviews with Fredskorpset Staff in Norway

In some cases information obtained in the South could not be verified through the interviews in Norway. Different sources had different interpretations of certain events. In such cases the ET sought clarification from the Fredskorpset staff responsible for the particular Partner agreements and this contributed to a better understanding of the causes of disagreement, while not necessarily to validation of one version of reality rather than another.

These interviews with the programme director of the exchange programme in Norway took place over a period of 3-4 days when the director participated in the field work in Norway.

Annex 4: Extract from Fredskorpset Internet Survey of for Participants

Fredskorpset occasionally undertakes questionnaire surveys regarding the opinions of participants and network partners related to different aspects of its activities.

The ET was invited to include questions in the survey undertaken in August 2006 of the former participants.

Unfortunately all the wishes of the ET could not be accommodated.

The total list of questions in the survey is presented below⁴⁷. The responses to those questions which were included from the list of ET questions are reported after the list of questions in this Annex 4.

1. Questions of the Survey SPØRSMÅL

- 1 Kjønn
- 2 Ditt fødselsår
- 3 Navnet på din programlinje
- 4 Navnet på ditt FK-kurssted (for forberedelseskurset)
- 5 Når omtrent reiste du utenlands?
- 6 Når omtrent kom du hjem til Norge?
- 7 Har du deltatt på FK-hjemkomstsamling?
- 8 Har du utført informasjonsarbeid etter hjemkomst?
- 9 Ditt bosted i Norge (fylke) ved hjemkomst
- 10 Ditt bosted i Norge (fylke) i dag
- 11 Din yrkesmessige status ved hjemkomst
- 12 Din yrkesmessige status i dag
- 13 Spørsmål om endringer i din arbeidssituasjon etter hjemkomst
 - 13.1 Har du en bedre jobb i dag enn ved hjemkomst?
 - 13.2 Har du større selvstendighet i din jobb i dag enn ved hjemkomst?
 - 13.3 Har du større faglig ansvar i din jobb idag enn ved hjemkomst?
 - 13.4 Har du større lederansvar i dag enn ved hjemkomst?
 - 13.5 Har du bedre lønn i dag enn ved hjemkomst?
- 14 Har FK-oppholdet spilt noen rolle for din yrkeskarriere etter hjemkomst?

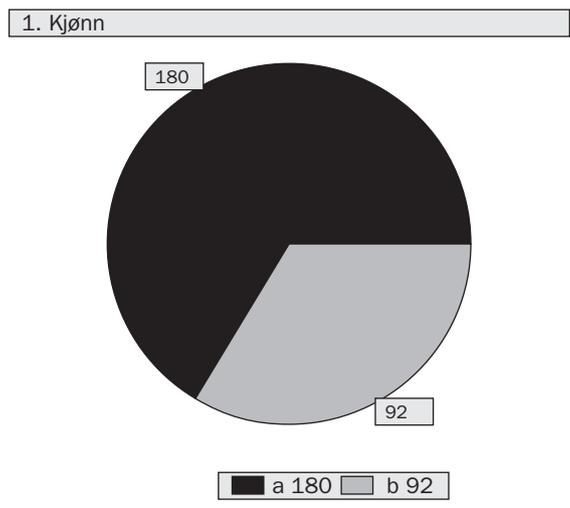
Ta stilling til følgende utsagn:

 - 14.1 FK-tiden er blitt en inspirasjon til yrkesmessig utvikling
 - 14.2 FK-oppholdet er blitt anerkjent av arbeidsgivere som et pluss på min CV
 - 14.3 FK-tiden ga meg et faglig nettverk og kontakter jeg har kunnet benytte meg av siden
- 15 Beskriv gjerne kort dine beslutninger rundt yrkesvalg med egne ord:
- 16 Hva var din avsluttede utdanning før du reiste ut som Fredskorpsdeltaker?
- 17 Har du tatt mer utdanning etter hjemkomst?

⁴⁷ Questions are reproduced in Norwegian. In the following summary of responses, they have been translated into English.

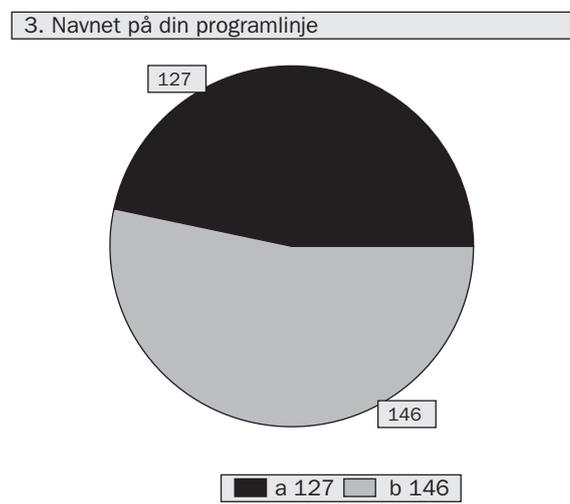
- 18 Har FK-oppholdet spilt noen rolle for din beslutning om å fullføre/ta mer utdanning?
Ta stilling til følgende utsagn:
- 18.1 FK-tiden ble en inspirasjon til å ta mer utdanning
- 18.2 FK-tiden har blitt verdsatt som en relevant erfaring/praksis av utdanningsinstitusjonene
- 19 Beskriv gjerne kort dine beslutninger om utdanning med egne ord:
- 20 Var du aktiv i frivillig arbeid og organisasjonsliv før du reiste ut som Fredskorpsdeltaker?
- 21 Har du vært aktiv i frivillig arbeid og organisasjonsliv etter hjemkomst?
- 22 Har FK-oppholdet spilt noen rolle for ditt frivillige engasjement? Ta stilling til følgende utsagn:
- 22.1 FK tiden ble en inspirasjon til å engasjere meg mer i frivillig arbeid og organisasjonsliv
- 22.2 FK-tiden førte til at jeg fikk utvidet mitt interessefelt
- 22.3 FK-tiden førte til at jeg nå har større engasjement i spesielle tema og saker
- 23 Beskriv gjerne kort ditt frivillige engasjement med egne ord:
- 24 Fikk du nye venner og kontakter under FK-tiden?
- 24.1 Faglige kontakter
- 24.2 Personlige venner
- 24.3 Overflatiske bekjenskaper
- 25 Hvordan og hvor ofte har du holdt kontakten med venner og bekjenskaper fra FK-tiden?
- 25.1 SMS
- 25.2 e-mail/Chat
- 25.3 Telefonsamtaler
- 25.4 Brev
- 25.5 Treff/besøk
- 26 Hva har de ulike møteplasser på listen nedenfor betydd for deg med hensyn til vennskap og sosialt nettverk?
- 26.1 Introduksjonskurset
- 26.2 Vertspartner i utplasseringslandet
- 26.3 Lokalt/fritid i utplasseringslandet
- 26.4 Nettverksmøter i sør
- 26.5 Hjemkomstsamling
- 26.6 DMM-arrangement i Norge
- 26.7 Deltakerorganisasjonen FK-X
- 27 Beskriv gjerne kort hva FK-tiden har betydd for deg med hensyn til venner og faglig/sosialt nettverk:
- 28 Generelt
- 28.1 Har FK-tiden alt-i-alt vært en positiv opplevelse for deg?
- 28.2 Ville du reist ut som FK-deltaker om du hadde visst på forhånd hva som ventet?
- 28.3 Vil du anbefale andre å bli FK-deltakere?
- 29 Navn på partner som var ansvarlig for å sende deg ut
- 30 I hvilken sektor hører partner hjemme?
- 31 Hva slags bransje hører partner til?
- 32 Hvordan ble du rekruttert som fredskorpsdeltaker?
- 33 Var Fredskorpsoppholdet ditt første besøk i et utviklingsland?
- 34 Hva gjorde du under dine tidligere besøk til utviklingsland?
- 35 Navn på vertspartner (som var ansvarlig for å ta deg i mot i vertslandet)
- 36 Navn på vertslandet:

Question 1: The Gender of the Respondents



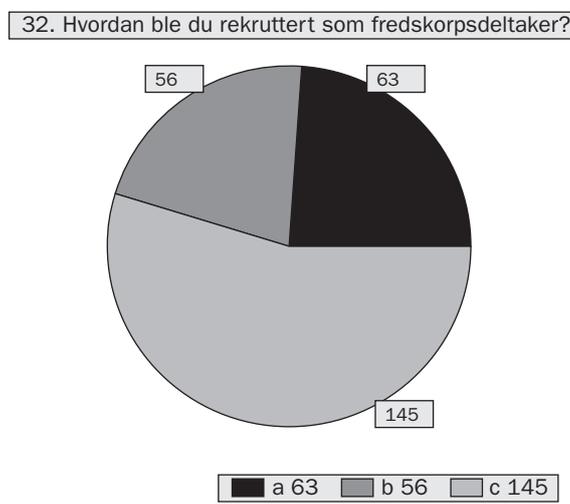
- a **Women: 180**
- b **Men: 92**

Question 3: The Fredskorpset Programme of the Respondent



- a **Primary Programme: 127**
- b **Youth Programme: 146**

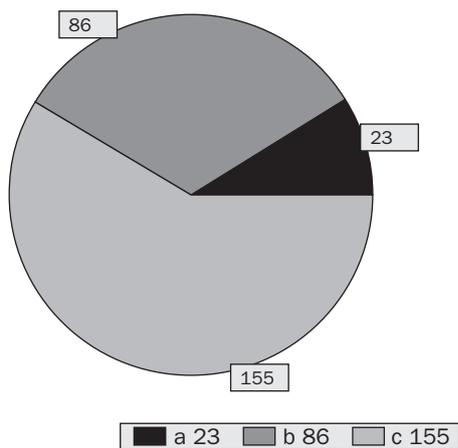
Question 32: Relationship to Partner Institution



- a **Employed by Primary Partner (internal recruitment): 63**
- b **Network partner to Primary Partner: 56**
- c **External recruitment with no previous relationship to Primary Partner: 145**

Question 30: Sector of Primary Partner

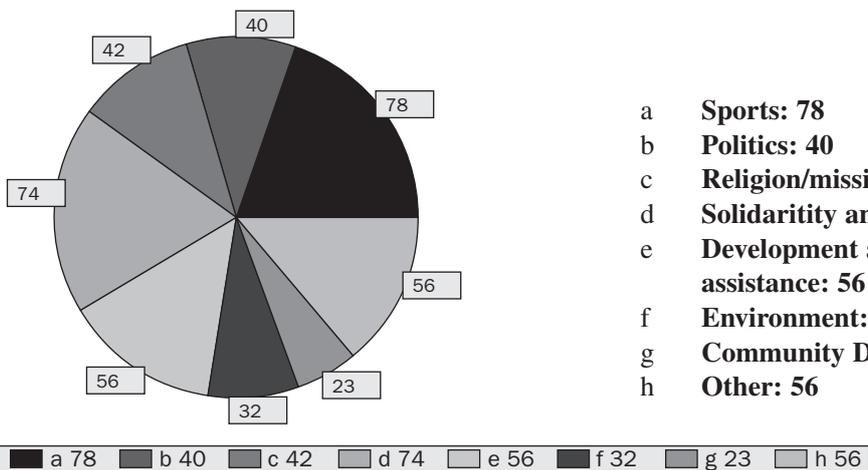
30. I hvilken sektor hører partner hjemme?



- a Private sector, private business: 23
- b Public sector, Central, local government and parastatals: 86
- c NGOs and Civil Society Organisations: 155

Question 20: Participants prior work with civil society organisations

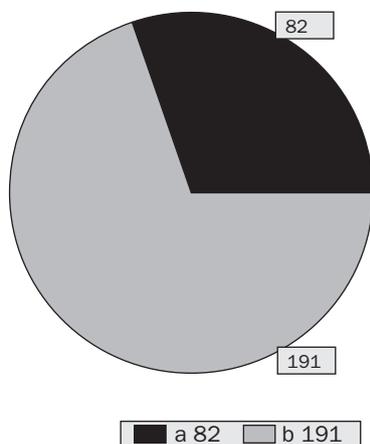
20. Var du aktiv i frivillig arbeid og organisasjonsliv før du reiste?



- a Sports: 78
- b Politics: 40
- c Religion/mission: 42
- d Solidarity and Democracy: 74
- e Development and development assistance: 56
- f Environment: 32
- g Community Development: 23
- h Other: 56

Question 32: Prior Experience in Developing Countries

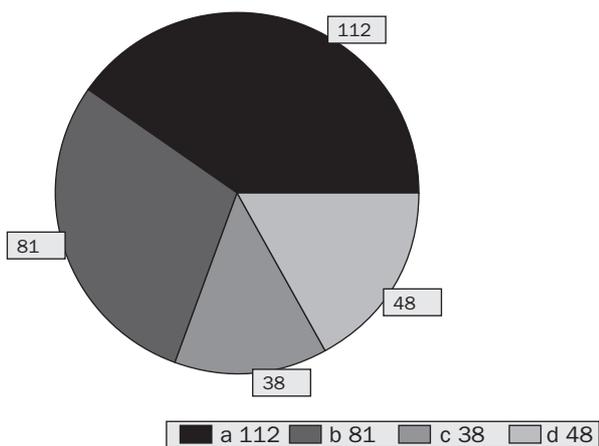
33. Var Fredskorpsoppholdet ditt første besøk i et utviklingsland?



- a Yes: 82
- b No: 191

Question 34: Prior Experience in Developing Countries

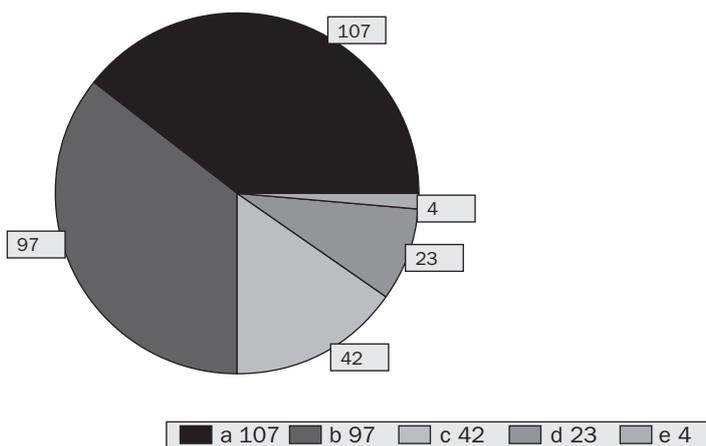
34. Hva gjorde du under dine tidligere besøk til utviklingsland?



- a **Tourist: 112**
- b **Student: 81**
- c **Work: 38**
- d **Other: 48**

Question 26.2: Work with the Host Organisation and its Significance for the Participant

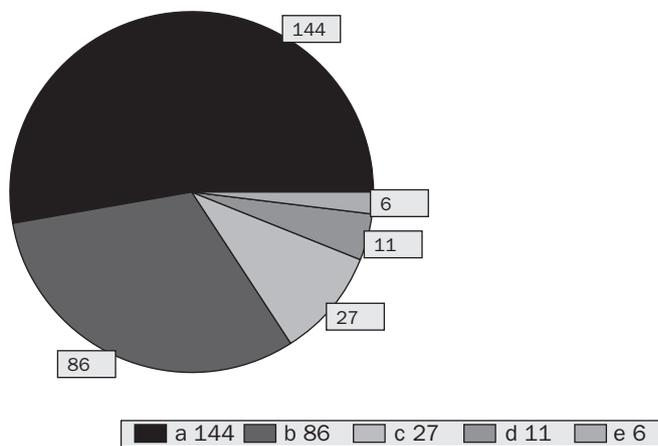
26.2 Vertspartner i utplasseringslandet



- a **Very important: 107**
- b **Important: 97**
- c **Not very important: 42**
- d **Not Important: 23**
- e **Do not know: 4**

Question 26.3: Living and Sharing with Friends and its Significance for the Participant

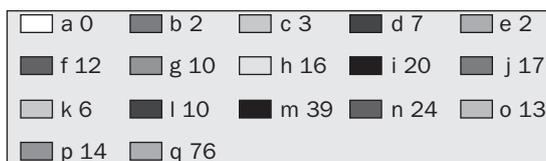
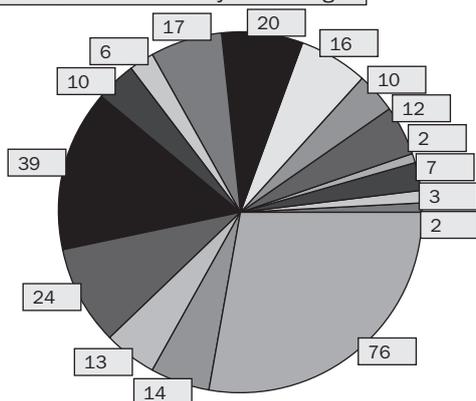
26.3 Lokalt/fritid i utplasseringslandet



- a **Very important: 144**
- b **Important: 86**
- c **Not very important: 27**
- d **Not important : 11**
- e **Do not know: 6**

Question 6: When did Participants return to Norway

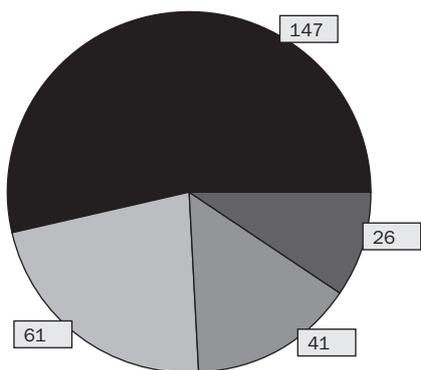
6. Når omtrent kom du hjem til Norge?



a	Spring 2002	0
b	Summer 2002	2
c	Autumn 2002	3
d	Winter 2003	7
e	Spring 2003	2
f	Summer 2003	12
g	Autumn 2003	10
h	Winter 2004	16
i	Spring 2004	20
j	Summer 2004	17
k	Autumn 2004	6
l	Winter 2005	10
m	Spring 2005	39
n	Summer 2005	24
o	Autumn 2005	13
p	Winter 2006	14
q	Spring 2006	76

Question 8: Information activities upon return to Norway

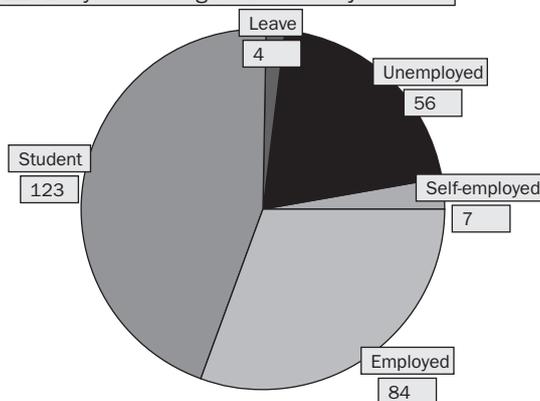
8. Har du utført informasjonsarbeid etter hjemkomst?



a	Yes, 1 months or more:	147
b	Yes, for 2-3 weeks:	61
c	Yes, approximately 1 week:	41
d	No, nothing:	26

Question 11: Occupation upon Return to Norway

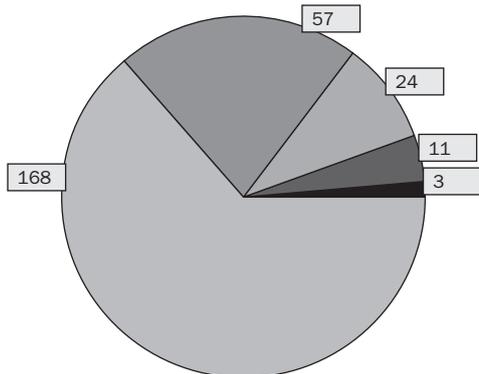
11. Din yrkesmessige status ved hjemkomst



a	Unemployed:	56
b	Leave:	4
c	Student:	123
d	Employed:	84
e	Self-employed:	7

Question 26.6: The Importance of the DMM arrangements in Norway for the former Participant

26.6 DMM-arrangement i Norge

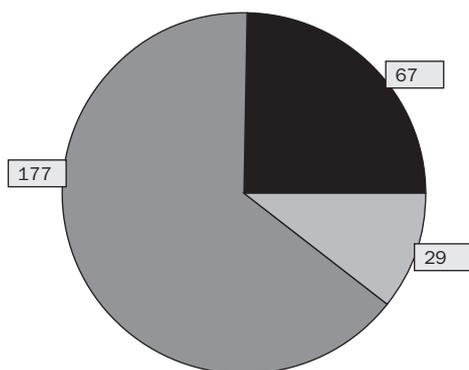


- a **Very important: 107**
- b **Important: 97**
- c **Not very important: 42**
- d **Not important: 23**
- e **Do not know:4**



Question 24.1: Did you acquire new professional contacts?

24.1 Faglige kontakter



- a **Many: 67**
- b **Some: 177**
- c **None: 29**



Annex 5: The Media Profile of Fredskorpset

The Fredskorpset media profile is generated from a sample of 215 newspaper articles found in the Norwegian media database A-tekst. A-tekst is based on the clip service Retriever and contains material from a variety of local and national media. The search word used was “Fredskorpset”, and the sample covers the period 1. January 2001 until August 15th 2006. The main point of this survey is to present a profile of Fredskorpset as it is represented by Norwegian media, not to assess Fredskorpset’s performance in the media. The following categories have been looked at:

1. Representation in local vs national media.
2. Type of article (news story, reportage, filler, commentary).
3. The main topic presented in the article (Exchange, social event (DMM), Millennium Development Goals Campaign).
4. The role played by the Fredskorpset (main actor vs secondary actor).
5. Whether or not the articles address North-South and development issues.
6. Whether or not the articles refer to Fredskorpset in relation to a topical debate.

The general findings have been discussed with the head of Fredskorpset’s Communication Department. In a few cases additional information from Fredskorpset has modified the conclusions.

Table A1: Number of articles and distribution by genre

Year	News	Reportage	Filler	Commentary	Other	Total
2006	17	1	1	0	7	26
2005	22	12	18	1	7	60
2004	27	5	9	7	2	50
2003	4	10	7	2	6	29
2002	14	7	5	1	0	27
2001	3	10	6	2	2	23
Total	87	45	46	13	24	215

Comments: The media coverage of Fredskorpset has been steadily growing since the new concept was launched in 2000. The growth is somewhat misrepresented by this figure, as the survey also includes articles referring to the old Fredskorpset as well as the American Peace Corps. This is particularly relevant for the fillers which often mention Fredskorpset in relation to obituaries or somebody celebrating his/her anniversary. It is however also the case in quite a few news articles and commentaries.

Table A2: Focus of article

Year	FK as main actor	FK as secondary actor	Other	Total
2006	1	22	3	26
2005	2	41	17	60
2004	1	28	21	50
2003	3	13	13	29
2002	4	16	7	27
2001	2	11	10	23
Total	13	131	71	215

Comments: This figure shows whether an article targets the Fredskorpset as the primary actor or if partner, participants or events have been put in the forefront. The category “Other” is used when Fredskorpset is mentioned, but not relevant to the subjects discussed in the article, or when Fredskorpset refers to the old Fredskorpset or the American Peace Corps.

Table A3: The distribution in local vs national newspapers

Year	Local Newspapers	National Newspapers	Other	Total
2006	23	3	0	26
2005	32	17	11	60
2004	17	24	9	50
2003	11	15	3	29
2002	14	10	3	27
2001	10	11	2	23
Total	107	80	28	215

Comments: Most articles in the local newspapers refer directly to partner, participants or events relevant to Fredskorpset activities. In the national newspapers we are more likely to find remnants of the old Fredskorpset (anniversary notes, obituaries etc) or the American Peace Corps. The category “Other” refers mainly to the Norwegian news agency NTB and to a insignificant degree other media.

Table A4: The distribution of articles reflecting Fredskorpset communication activities

Year	Exchange	Social event (DMM)	MDG Campaign	Other	Total
2006	8	13	2	3	26
2005	21	10	5	24	60
2004	8	10	4	28	50
2003	9	4	2	14	29
2002	15	0	0	12	27
2001	12	0	0	11	23
Total	73	37	13	92	215

Comments: In 2001 and 2002 there were no articles referring to social events (DMMs) and the MDG Campaign, as they had not yet been introduced. Since 2003, the coverage of the DMMs is also systematically underrepresented because many of the smallest local newspapers are not found at A-tekst. Fredskorpset estimates that every DMM gets an average coverage of 3-5 newspaper articles as well being subject to local radio and television reporting. These estimates are supported by the findings in this survey, where the same DMM usually gets 2-4 hits.

The category “Other” refers mostly to the old Fredskorpset or the American Peace Corps. 2004 is an interesting exception, as a survey about how Norwegians relate to development aid gets quite a big coverage. This survey was ordered by the organizations responsible for the Norwegian MDG Campaign, but is not referred to as part of the campaign.

Table A5: The distribution of some content categories

Year	Capacity building in Norway	Capacity building in South	North/South and development issues	Debate related	Other	Total
2006	1	8	1	1	15	26
2005	0	16	8	3	33	60
2004	0	9	14	4	23	50
2003	2	6	5	0	16	29
2002	4	10	5	3	5	27
2001	0	11	0	1	11	23
Total	7	60	33	12	103	215

Comments: This is not a content analysis, only a superficial survey of the distribution of some content categories. The categories have been made internally exclusive, even if this does not reflect the full content of the article. The capacity building categories mainly reflect the articles addressing the actual exchanges (either focusing on partners or participants). “North/South and development issues” refers to articles addressing more general development issues, although some may refer to the old Fredskorpset or the American Peace Corps. The same is valid for the “Debate” category.

Annex 6: The Fredskorpset Statutes

STATUTES for DET NORSKE FREDSKORPSET (“FREDSKORPSET”)

As laid down by the Crown Prince Regent’s decree of 2 March 2000, as amended by Royal decree of 3 December 2004

Submitted by the Royal Norwegian Ministry of Foreign Affairs

1. Background

In Parliamentary Bill (St.prp.) no. 1 (1998-99), the Norwegian Government concluded that Fredskorpset in its then form had outlived its usefulness. In Parliamentary Bill (St.prp.) no. 67 (1998-99), the Government presented the overarching goals and principles on which it would base a restructuring of Fredskorpset.

In its consideration of development policy report, Report to the Storting no. 28 (1999-2000) Concerning development policy from the Minister for International Development and Human Rights of 18 November 1999, the Storting endorsed the Government’s restructuring of Fredskorpset.

On this basis, on 19 December 1999, the Storting made an appropriation decision for Fredskorpset for 2000 in accordance with Budgetary Report to the Storting no. 3 (1999-2000) of 3 December 1999.

2. Execution of the restructuring

The restructuring of Fredskorpset shall be effected in accordance with the present Statutes as of their entry into force, cf. Article 14 below.

3. Objectives

Fredskorpset shall assist in implementing the overall objectives of Norway’s cooperation with the developing countries by: contributing to lasting improvements in the economic, social and political conditions of the populations of developing countries, with particular emphasis on ensuring that development assistance benefits the poor.

In this regard, Fredskorpset shall focus its efforts on promoting a more just world based on the recognition of fundamental human rights.

To that end, Fredskorpset shall assist in establishing contact and collaboration between individuals, organizations and institutions in Norway and the developing world, based on solidarity, equality and reciprocity.

Fredskorpset funds shall be spent on initiatives aimed at countries classified by the OECD as possible recipients of official development aid (ODA countries). Of these funds, at least half is to be spent on initiatives that include the least-developed countries (LDCs).

4. Tasks

Within the scope of its objectives, Fredskorpset will:

- promote reciprocal learning
- assist participants in transferring knowledge and experience back to their own societies
- contribute to developing and strengthening civil society in developing countries
- strengthen local organization and democratic structures in developing countries
- empower people to set and achieve their own development goals
- promote greater participation by developing countries in international cooperation.

In order to perform these tasks, Fredskorpset shall support organizations and institutions in Norway and in developing countries (collaboration partners) which collaborate through their own staff (Fredskorpset participants).

As part of this requirement Fredskorpset shall organize the recruitment and training of Fredskorpset participants and different forms of collaboration between a diverse range of public organizations and institutions

- *in the developing countries*, between Norwegian organizations and institutions and organizations and institutions in the developing countries and between organizations and institutions in the developing countries which have established collaboration with Norwegian organizations and institutions (South/South collaboration).

- *in Norway*, between Norwegian organizations and institutions and organizations and institutions in the developing countries.

Fredskorpset shall furthermore assist the collaboration partners in experience exchange, advice, quality control and development associated with such collaboration.

5. Status and powers of authority

Fredskorpset is a governmental administrative agency possessing separate powers of authority, under the aegis of the Ministry of Foreign Affairs.

Fredskorpset's separate authority entails that:

- Fredskorpset has been granted exemption from the gross budgeting principle, cf. Regulations on financial control in central government and circulars issued by the Norwegian Ministry of Finance applicable at any time, concerning state enterprises exempted from the principle of gross budgeting.
- Fredskorpset shall perform its tasks independently. Any important matters of principle arising within Fredskorpset's work shall be submitted to the Ministry of Foreign Affairs for its decision.
- Fredskorpset independently creates such positions of employment and appoints such staff it deems necessary for attending to assigned tasks and with regard for the fact that staffing and organization must be adjusted to the given framework conditions. Those appointed are civil servants and covered by the Norwegian Civil Service Act. Fredskorpset's civil servants are appointed by Fredskorpset's appointments board.

6. Organization

Fredskorpset is administrated by a Board and a Director

A Secretariat led by the Director will be responsible for day-to-day operations.

An Executive Committee is to be appointed to advise the Board on the activities of Fredskorpset.

7. Board

The Board is to be appointed by the Ministry of Foreign Affairs. The Board consists of seven members with personal deputies. One of the seven members and his/her deputy shall be elected from among Fredskorpset's staff. Members and deputies hold office for two years and are eligible for reappointment.

In appointing members to the Board, due emphasis must be given to ensuring that its composition reflects the breadth of the organization and the diversity of the contributing actors, and that it has the expertise and independence necessary for performing its assigned tasks.

The Board forms a quorum when more than half of its members are present or participate in Board proceedings. Decisions are made by ordinary majority. In case of equality of votes, the Chairman of the Board has the casting vote.

The Board lays down instructions to provide detailed rules concerning the Board's work and proceedings, cf. Article 12 below.

- The Board is responsible for executive technical and administrative management of Fredskorpset. The Board is responsible for ensuring that Fredskorpset is run in accordance with the Statutes and the applicable rules governing state enterprises, cf. Article 12 below, and shall see to proper organization of the enterprise in relation to these frameworks. The Board is charged with the following chief tasks:
- to outline policies for Fredskorpset's activities
- to set the framework for Fredskorpset's organization
- to approve the annual plans of Fredskorpset
- to submit budget proposals to funding authorities
- to distribute resources within guidelines supplied by funding authorities
- to have responsibility for following up results and controlling the budget
- to submit an annual report and financial statement on Fredskorpset's activities
- to ensure that Fredskorpset's activities are performed in a professionally proper manner
- to ensure that programmes for guidance or services are developed for current or potential partners in respect of the activities of Fredskorpset
- to have overall responsibility for information regarding the activities of Fredskorpset
- to deal with other matters of importance to the activities of Fredskorpset.

8. The Director

The Director is appointed by the Board. The appointment is for a term of four years with the option of renewing it once for a further four years.

The Director is responsible for day-to-day management of Fredskorpset's activities and shall follow guidelines and instructions issued by the Board.

Day-to-day management does not comprise matters of an unusual nature or of great significance. However, the Director may decide on such matters with authority from the Board in specific cases or when the Board's decision cannot be awaited without substantial disadvantage. In such a case, the Board shall be advised as soon as possible of the decision.

The Director ensures that Fredskorpset is run in accordance with the Statutes and the applicable rules regarding state enterprises, cf. Article 12 below.

The Director is the secretary to the Board.

Detailed instructions for the Director are laid down by the Board, cf. Article 12 below.

9. The Executive Committee

The Executive Committee is made up of members appointed by Fredskorpset's collaboration partners. Each collaboration partner may have one delegate on the Executive Committee.

The Board may invite other organizations and institutions to attend meetings of the Executive Committee. Any questions arising concerning the composition of the Executive Committee shall be submitted to the Ministry of Foreign Affairs for its decision.

The Executive Committee should have at least 15 members.

The Executive Committee is the advisory body to the Board on matters concerning Fredskorpset activities as regards the principal framework for its activities and other matters of principle.

The Executive Committee shall elect its own Chairman and Vice-Chairman and shall set its own agenda.

The Executive Committee and the Board shall meet at least every two years.

10. Criteria for support from Fredskorpset

Organizations and institutions seeking to engage in joint projects as Fredskorpset's collaboration partners under the auspices of, and with support from, Fredskorpset, can apply for support from Fredskorpset for the posting abroad of Fredskorpset participants, together with a feasibility study, competency building, follow-up activities and associated public relations activities.

Fredskorpset elaborates and gives notice of special criteria and guidelines for when such support may be granted, cf. Article 12 below. The criteria and the guidelines shall be confined to the framework of the present Statutes, cf. Articles 3 and 4 above especially, and shall require that:

- collaboration between the organizations and institutions concerned have the full backing of their respective enterprise
- the posting and receiving of Fredskorpset participants shall be part of a long-term, binding collaboration between the parties
- a detailed report on tasks to be performed by the Fredskorpset participants, stating how these tasks are to contribute to achievement of Fredskorpset's aims and the discharge of its tasks. Fredskorpset participants should not be assigned tasks associated with control and management of finances and resource consumption in the developing countries and must not replace the local workforce
- learning and competence building be key components of the tasks of Fredskorpset participants
- acquired knowledge and experience be transferred to the Fredskorpset participants' home country on completion of their posting
- collaboration partners assume the employer's responsibility, including administrative and work-related responsibility for the Fredskorpset participants, and for coordination of the participants' activities at country level, as agreed between the parties
- recruitment and training of Fredskorpset participants be based on the following principles:
 - explicit requirements regarding the individual participant's qualifications, with emphasis on social commitment, organizational experience and communication skills et cetera
 - requirements concerning satisfactory language skills prior to commencing the assignment
 - participation in joint training for Fredskorpset participants
 - the primary age group for the participants is 22-35 years
 - as a rule, postings abroad shall last 1-3 years

- participants shall receive an allowance commensurate with local conditions up to a modest standard in accordance with guidelines laid down by the Board.

11. Separate programmes

FK-youth

FK-youth shall be aimed at participants between the ages of 18-25 and shall place special emphasis on opinion-forming public relations work and reciprocal learning. The programmes shall as a rule be of 6-12 months' duration.

FK-senior

FK-senior shall be aimed at individuals with long working experience and who are nearing the end of their professional career. As a rule, Norwegian participants should be in the age group 55 to 70. The individual programmes shall as a rule be of one year's duration and place special emphasis on competence building among managers and/or key specialists in developing countries.

The Ministry of Foreign Affairs may charge Fredskorpset with organizing separate initiatives and projects at variance from the general programme lines.

12. Procedural rules

The financial regulations applying to Norwegian state enterprises (Regulations on financial control in central government and Provisions regarding financial control in central government) are applicable to Fredskorpset with such exceptions, addenda and specifications as are set out in Ministry of Finance circulars applicable at any time concerning the applicability of the financial regulations to state enterprises granted exemption from the gross budgeting principle, cf. Article 5 above.

The Public Administration Act is applicable to Fredskorpset's enterprise. The Ministry of Foreign Affairs is the complaints authority for individual decisions made by Fredskorpset.

13. Modifications to the Statutes

Modifications to the Statutes are prescribed by the Ministry of Foreign Affairs. Proposals for modifications shall be submitted for comment by the Board. The Board itself may submit proposals for modifications to the Statutes.

14. Entry into force

The present Statutes enter into force immediately.

EVALUATION REPORTS

- 1.92 NGOs as Partners in Health Care, Zambia
2.92 The Sahel-Sudan-Ethiopia Programme
3.92 De Private Organisasjonene som Kanal for Norsk Bistand, Fase I
- 1.93 Internal Learning from Evaluations and Reviews
2.93 Macroeconomic Impacts of Import Support to Tanzania
3.93 Garantiorrdning for Investeringer i og Eksport til Utviklingsland
4.93 Capacity-Building in Development Cooperation Towards Integration and Recipient Responsibility
- 1.94 Evaluation of World Food Programme
2.94 Evaluation of the Norwegian Junior Expert Programme with UN Organisations
- 1.95 Technical Cooperation in Transition
2.95 Evaluering av FN-sambandet i Norge
3.95 NGOs as a Channel in Development aid
3A.95 Rapport fra Presentasjonsmøte av «Evalueringen av de Frivillige Organisasjoner»
4.95 Rural Development and Local Government in Tanzania
5.95 Integration of Environmental Concerns into Norwegian Bilateral Development Assistance: Policies and Performance
- 1.96 NORAD's Support of the Remote Area Development Programme (RADP) in Botswana
2.96 Norwegian Development Aid Experiences. A Review of Evaluation Studies 1986-92
3.96 The Norwegian People's Aid Mine Clearance Project in Cambodia
4.96 Democratic Global Civil Governance Report of the 1995 Benchmark Survey of NGOs
5.96 Evaluation of the Yearbook "Human Rights in Developing Countries"
- 1.97 Evaluation of Norwegian Assistance to Prevent and Control HIV/AIDS
2.97 «Kultursjokk og Korrektiv» – Evaluering av UD/NORADs Studiereiser for Lærere
3.97 Evaluation of Decentralisation and Development
4.97 Evaluation of Norwegian Assistance to Peace, Reconciliation and Rehabilitation in Mozambique
5.97 Aid to Basic Education in Africa – Opportunities and Constraints
6.97 Norwegian Church Aid's Humanitarian and Peace-Making Work in Mali
7.97 Aid as a Tool for Promotion of Human Rights and Democracy: What can Norway do?
8.97 Evaluation of the Nordic Africa Institute, Uppsala
9.97 Evaluation of Norwegian Assistance to Worldview International Foundation
10.97 Review of Norwegian Assistance to IPS
11.97 Evaluation of Norwegian Humanitarian Assistance to the Sudan
12.97 Cooperation for Health Development
WHO's Support to Programmes at Country Level
- 1.98 "Twinning for Development". Institutional Cooperation between Public Institutions in Norway and the South
2.98 Institutional Cooperation between Sokoine and Norwegian Agricultural Universities
3.98 Development through Institutions? Institutional Development Promoted by Norwegian Private Companies and Consulting Firms
4.98 Development through Institutions? Institutional Development Promoted by Norwegian Non-Governmental Organisations
5.98 Development through Institutions? Institutional Development in Norwegian Bilateral Assistance. Synthesis Report
6.98 Managing Good Fortune – Macroeconomic Management and the Role of Aid in Botswana
7.98 The World Bank and Poverty in Africa
8.98 Evaluation of the Norwegian Program for Indigenous Peoples
9.98 Evaluering av Informasjonsstøtten til RORGene
10.98 Strategy for Assistance to Children in Norwegian Development Cooperation
11.98 Norwegian Assistance to Countries in Conflict
12.98 Evaluation of the Development Cooperation between Norway and Nicaragua
13.98 UNICEF-komiteen i Norge
14.98 Relief Work in Complex Emergencies
- 1.99 WID/Gender Units and the Experience of Gender Mainstreaming in Multilateral Organisations
2.99 International Planned Parenthood Federation – Policy and Effectiveness at Country and Regional Levels
3.99 Evaluation of Norwegian Support to Psycho-Social Projects in Bosnia-Herzegovina and the Caucasus
4.99 Evaluation of the Tanzania-Norway Development Cooperation 1994-1997
5.99 Building African Consulting Capacity
6.99 Aid and Conditionality
7.99 Policies and Strategies for Poverty Reduction in Norwegian Development Aid
- 8.99 Aid Coordination and Aid Effectiveness
9.99 Evaluation of the United Nations Capital Development Fund (UNCDF)
10.99 Evaluation of AWEPA, The Association of European Parliamentarians for Africa, and AEI, The African European Institute
- 1.00 Review of Norwegian Health-related Development Cooperation 1988-1997
2.00 Norwegian Support to the Education Sector. Overview of Policies and Trends 1988-1998
3.00 The Project "Training for Peace in Southern Africa"
4.00 En kartlegging av erfaringer med norsk bistand gjennom frivillige organisasjoner 1987-1999
5.00 Evaluation of the NUFU programme
6.00 Making Government Smaller and More Efficient.The Botswana Case
7.00 Evaluation of the Norwegian Plan of Action for Nuclear Safety Priorities, Organisation, Implementation
8.00 Evaluation of the Norwegian Mixed Credits Programme
9.00 "Norwegians? Who needs Norwegians?" Explaining the Oslo Back Channel: Norway's Political Past in the Middle East
10.00 Taken for Granted? An Evaluation of Norway's Special Grant for the Environment
- 1.01 Evaluation of the Norwegian Human Rights Fund
2.01 Economic Impacts on the Least Developed Countries of the Elimination of Import Tariffs on their Products
3.01 Evaluation of the Public Support to the Norwegian NGOs Working in Nicaragua 1994-1999
3A.01 Evaluación del Apoyo Público a las ONGs Noruegas que Trabajan en Nicaragua 1994-1999
4.01 The International Monetary Fund and the World Bank Cooperation on Poverty Reduction
5.01 Evaluation of Development Co-operation between Bangladesh and Norway, 1995-2000
6.01 Can democratisation prevent conflicts? Lessons from sub-Saharan Africa
7.01 Reconciliation Among Young People in the Balkans
An Evaluation of the Post Pessimist Network
- 1.02 Evaluation of the Norwegian Resource Bank for Democracy and Human Rights (NORDEM)
2.02 Evaluation of the International Humanitarian Assistance of the Norwegian Red Cross
3.02 Evaluation of ACOPAM
An ILO program for "Cooperative and Organizational Support to Grassroots Initiatives" in Western Africa 1978 - 1999
3A.02 Évaluation du programme ACOPAM
Un programme du BIT sur l'« Appui associatif et coopératif aux Initiatives de Développement à la Base » en Afrique de l'Ouest de 1978 à 1999
4.02 Legal Aid Against the Odds
Evaluation of the Civil Rights Project (CRP) of the Norwegian Refugee Council in former Yugoslavia
- 1.03 Evaluation of the Norwegian Investment Fund for Developing Countries (Norfund)
2.03 Evaluation of the Norwegian Education Trust Fund for Africa in the World Bank
3.03 Evaluering av Bistandstorgets Evalueringsnettverk
- 1.04 Towards Strategic Framework for Peacebuilding: Getting Their Act Together.
Overview Report of the Joint Utstein Study of the Peacebuilding.
2.04 Norwegian peacebuilding policies: Lessons Learnt and Challenges Ahead
3.04 Evaluation of CESAR's activities in the Middle East Funded by Norway
4.04 Evaluering av ordningen med støtte gjennom paraplyorganisasjoner. Eksemplifisert ved støtte til Norsk Misjons Bistandsnemda og Atlas-alliansen
5.04 Study of the impact of the work of FORUT in Sri Lanka: Building Civil Society
6.04 Study of the impact of the work of Save the Children Norway in Ethiopia: Building Civil Society
- 1.05 – Study: Study of the impact of the work of FORUT in Sri Lanka and Save the Children Norway in Ethiopia: Building Civil Society
1.05 – Evaluation: Evaluation of the Norad Fellowship Programme
2.05 – Evaluation: Women Can Do It – an evaluation of the WCDI programme in the Western Balkans
3.05 Gender and Development – a review of evaluation report 1997-2004
4.05 Evaluation of the Framework Agreement between the Government of Norway and the United Nations Environment Programme (UNEP)
5.05 Evaluation of the "Strategy for Women and Gender Equality in Development Cooperation (1997-2005)"
1.06 Inter-Ministerial Cooperation. An Effective Model for Capacity Development?

Norad

Norwegian Agency for
Development Cooperation

P.O. Box 8034 Dep, NO-0030 OSLO
Visiting adress:
Ruseløkkveien 26, Oslo, Norway

Telephone: +47 22 24 20 30
Fax: +47 22 24 20 31
postmottak@norad.no
www.norad.no

No of copies: 400
November 2006
ISBN 82-7548-178-3

