

Sida's Support to the Africa Groups of Sweden's Development Cooperation

**Pia Sassarsson
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Sida Evaluation 2008:59

Sida

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List of Abbreviations

AGIS	Africa Groups in Sweden
AGS	Africa Groups of Sweden
AIDS	Acquired Immune Deficiency Syndrome
AMEC	Associação Moçambicana para educação comunitária, Mocambiquan Association for Community Education
AMODEFA	Associação Moçambicana para Desenvolvimento da Família
ARO	Africa Groups Recruitment Organisation
ARV	Anti-Retroviral
BRC	Border Rural Committee
CBO	Community Based Organisation
CNCS	National Aids Council
CNCS	Mozambique's National AIDS Council
DACs	Development Assistance Committee
Dfid	UK Department for International Development
ECARP	Eastern Cape Agricultural Research Project
GAS	Grupos África da Suécia
HIV	Human Immunodeficiency Virus
HIVOS	Hummanistisch Instituut voor Ontwikkelingssamenwerking
HUT	Handbook for Development Cooperation
ICCO	Interchurch Organisation for development cooperation
IDP	Integrated Development Plan
IFAD	International Fund for Agricultural Development
IPPF	International Planned Parenthood Federation
LTP	Long-Term Plan
Manco	Management Committee
MISEREOR	German Catholic Bishops' Organisation for Development Cooperatio
MONASO	Mozambican Network of Aids Service Organisations
NGO	Non Governmental Organisation
OD	Organisational Development Programme
OVC	Orphans and Other Vulnerable Children

PGU	Politik för Global Utveckling
PLWHA	People Living with HIV/AIDS
PME	Project Planning, Monitoring and Evaluation
SA	South Africa
SAT	Southern African AIDS Trust
SEK	Swedish Krona
SEKA EO	Avdelningen för samverkan med enskilda organisationer, humanitärt bistånd och konflikthantering, enheten för samverkan med enskilda organisationer
Sida	Swedish International Development Cooperation Agency
SIPU	Swedish Institute for Public Administration
STI	Sexually Transmitted Infections
ToR	Terms of Reference
USAID	United States Agency for International Development
WFO	World Food Organisation
WHO	World Health Organisation
ZAR	South African Rand

Executive Summary

AGS is one of 14 NGOs that have a framework agreement with Sida. The current agreement between Sida and AGS is in force until December 2008. A new application is due in October 2008. AGS has approximately 2000 members and is the main organisation in Sweden with a focus on Southern Africa. AGS is one of Sida's eight so-called operative framework organisations, which means they have partners in developing countries. AGS operates with partners and projects in Mozambique, Namibia, South Africa, Zimbabwe and Angola. AGS in Sweden has two offices, with its headquarters in Stockholm. In the current financial year, financing from Sida amounts to SEK 37 222 200.

According to the Sida ToR, the main purpose of this evaluation is to primarily assess the effectiveness, relevance and sustainability and secondarily the impact and efficiency of the AGS development cooperation in relation to the objectives of Sida SEKA and AGS. The evaluation should also serve as a learning tool with suggestions for improvement.

Two countries were chosen for field trips and in depth assessment (South Africa and Mozambique) with three projects in each respective country. The selection of countries and projects was made in close communication with Sida SEKA and AGS. For the countries a diversity of AGS work was priority and for the projects a mix of AGS's four programme areas was priority. The assessed period covers the operational years 2006–2007.

The overall objectives/vision of AGS for the assessed period was:

“Democracy and Self Determination for the people in the countries where AGS operates.

Democracy is defined as basically being about Human Rights and for people to decide themselves on their development and political economics.” During the assessment period the development cooperation was divided into four programme areas:

- *Global Justice* – Funding and cooperation with organisations working for debt cancellation and financial and political self-determination. Support work to increase public awareness about unfair terms of trade.
- *Education for All* – Working towards the Millennium Development Goal “Education for all by the year 2015” e.g. through the construction of schools and in-service training for teachers. Focus is particularly on improving girls' access to education and literacy for women.
- *Public Health* – Contributions to the fight against HIV/AIDS mainly through preventive methods. Facilitation of in-service training for staff in primary healthcare, with special attention given to maternity welfare.
- *Local Development and Livelihood* – Supporting small-scale production projects with both micro credits and training in organic farming methods. Support to organisations working with land reform and rural development.

AGS has further objectives for each country and on project level.

AGS applies a method for its partnership with very close collaboration and cooperation. With the six partners assessed it could be described as a tripartite cooperation: AGS, partner and target groups.

AGS has been working in South Africa for many years and has during this period supported the civil society. The partnerships are well established and the support has gradually shifted towards capacity building and organisational development. AGS has been working in Mozambique for several years but has recently shifted from supporting government institutions and is currently only supporting the civil

society. Some partners are relatively new. The support is primarily focused on capacity building and organisational development.

The projects assessed by the evaluation team are deemed effective, relevant and sustainable to varying degrees and contributing to Sida SEKA's overall objective. The projects are also generally believed to be efficient and to have impact.

The projects are clearly targeted at reducing poverty and strengthening the civil society. The results/achievements are relatively satisfactory, given the enormous needs in a country context and the relatively modest budgets of the various projects. There are visible and convincing examples of the partners engaging and enhancing the civil society and linking poverty reduction to their methods, approach and activities:

- Through its Cata project, the BRC partner in South Africa has achieved a significant decrease in unemployment and an increase in self sustained income-generating development.
- The ECARP partner in South Africa has capacitated and mobilised farm workers and reached farmers, increasing the number of farmers claiming their rights to minimum wages and other basic labour standards.
- The Ikhala Trust partner in South Africa has capacitated a number of CBOs in addressing and managing the most alarming needs of people effected and/or affected by HIV/AIDS.
- The project with the partner AMODEFA in Mozambique has resulted in an increase in visits to health clinics.
- Through its work the MONASO partner in Mozambique has improved the coordination of active civil society organisations.
- Through its micro credit loan project, the AMEC partner in Mozambique has spearheaded a number of groups to develop means for income generating activities.

The country level objectives of AGS in South Africa and Mozambique are believed to be in line with their partners' objectives and the overall objective of Sida SEKA. The programmes and projects are further deemed to be highly relevant because they correspond to the needs articulated by the partners in South Africa and Mozambique. They are also in line with government priorities in Mozambique (there is an exception for South Africa and the issue of HIV/AIDS, which is not highly prioritised by the SA Government) and the international community.

There is a disparity between AGS and their partners in project logging and PME applications that hinders AGS, their partners and Sida SEKA's ability to follow up and measure fulfilment of objectives and impact. However, it is believed that this disparity can be bridged with very close cooperation, dialogue and communication between AGS and its partners.

Conclusions

1. A general conclusion is that when assessing AGS at headquarters and in South Africa and Mozambique, planning and steering documents containing objectives and results for the development cooperation (e.g. as expressed in documents when formulating the project idea/project application, implementation, reporting and follow-up), the multitude and levels of objectives do not provide an accessible overview when assessing fulfilment of objectives (*how* are results achieved).
2. The follow up of objectives and results is hampered by the lack of uniform terminology in reporting. A comprehensive project planning, monitoring and evaluation (PME) system is lacking.
3. Objectives are to a large extent believed to be fulfilled and results are achieved (South Africa and Mozambique) in the cooperation AGS programmes and AGS partners' projects. Despite the lack of clarity in documentation regarding terminology and the unclear hierarchy of objectives, it is assessed that AGS and their cooperation with strategic partners manage to achieve results. The above-mentioned shortcomings regarding objectives and coherence appear to be balanced by flexibility in the cooperation and the long and close cooperation with local partners.
4. Significant in the cooperation between AGS and their partners is the fact that there is close cooperation and dialogue. This cooperation allows for adjustments during implementation, which are assessed to contribute to the fulfilment of objectives and achieving results. Furthermore AGS reports, partners' reports, interviews with partners, stakeholders and governmental representatives and project visits substantiate the view that objectives are fulfilled and results achieved.
5. The assessment of aggregated results from project level *contributing to overall objectives* has been an assessment of *probabilities of contribution*. The AGS development intervention has the potential to contribute to the strengthening of civil society and poverty reduction due to the *grass root level they target and selection of partner organisations* through which the cooperation is undertaken.
6. The conclusion from the assessment is that the development interventions in South Africa and Mozambique are consistent with the priorities and needs of the main beneficiaries. AGS cooperates with partners that are acknowledged organisations within their subject matter areas and relevant in the local context. A participatory approach is applied throughout the projects and the interventions are believed to be relevant within the framework of the countries' (South Africa and Mozambique) own priorities, strategies and policies etc. There is an exception with regard to HIV/AIDS policies in SA.
7. All assessed organisations expressed appreciation of AGS as a partner. The long term, participatory cooperation is valued in many respects. Specific factors that are believed to add value are: the partnership, shared overall views and goals, pronounced capacity development components and methods regarding gender and HIV/AIDS mainstreaming.
8. Regarding AGS and their partners it is concluded that through working with relevant programmes/projects with strategic partners AGS has enhanced sustainability. Working locally and closely with their partners in needs based interventions is deemed to promote ownership and contribute to sustainability.
9. Overall it may be deemed that the AGS approach and methods chosen for the cooperation towards capacity development contributes to sustainability. The further development of and contribution to the partner organisations' capacities and capabilities is an important strength of the AGS interventions. AGS contributes to the strengthening of its partners in several ways, e.g. through designed project components, through providing various technical assistance requested from their partners, by being an accessible and present discussion partner during ongoing implementation and by facilitating the use of external consultants to assist in capacity development of the organisations.

Suggestions and Recommendations

AGS should consider developing a comprehensive project planning, monitoring and evaluation (PME) system applicable to all its operations. It is further advised to adopt a concise use of terminology that is preferably consistent with the DAC OECD glossary. Uniform training to all those involved in projects related to AGS is required.

Before embarking on new projects and programme areas it is advised to determine and establish baseline information.

Gender is mainstreamed for many organisations. However in order to clarify the work being done and its impact we recommend more explicit documentation in this regard, perhaps with gender-specific indicators for monitoring and evaluation in the specific focus areas.

The evaluation team believes there is a *de facto* uniqueness in the partnership relationship, contributing to ensure relevance, fulfilment of objectives and towards achieving results, as described above. AGS's strategy of choosing relatively strong and partners is believed *partly* to contribute to this unique relationship. It is therefore recommended to continue this approach but to also allow for weaker organisations as partners when deemed beneficial.

1 Introduction

1.1 Background

A considerable part of Swedish development cooperation is channelled through Non-Governmental Organisations (NGOs). At present the division for cooperation with NGOs (SEKA EO) within the Swedish International Development Cooperation Agency (Sida), contributes funds to Swedish organisations and their cooperation partners in over 100 countries worldwide.

Through the system of Framework Agreements with Swedish NGOs and in line with the procedures, principles and criteria in Sida's Conditions and Guidelines for NGO support, the Africa Groups of Sweden has an agreement with Sida valid until 30th December 2008. During the financial year 2008, the Africa Groups of Sweden's Framework Agreement with SEKA EO amounts to SEK 40 200 000.

The solidarity organisation Africa Groups of Sweden (AGS) is a membership-based organisation active in Sweden and Southern Africa and dates back to the early 1960s. It has approximately 2000 members and is the main organisation in Sweden with a focus on Southern Africa. AGS is one of Sida's eight so-called operative framework organisations, which means they have partners in developing countries. AGS operates with partners and projects in Mozambique, Namibia, South Africa, Zimbabwe and Angola. AGS in Sweden has two offices, with its headquarters in Stockholm.

In March 2008, Sida commissioned SIPU International to undertake an evaluation of the support to Africa Groups of Sweden. The period covered in this evaluation is 2006–2007. During the financial year 2006, the Africa Groups of Sweden's Framework Agreement with SEKA EO amounted to SEK 35 405 540 and during the 2007 financial year SEK 35 185 185.

The evaluation is part of the general follow up of programmes supported by Swedish NGOs co-financed by SEKA EO and as such is an important part of the dialogue between Sida and the framework organisations.

1.2 Purpose and Objective of the Evaluation

The overall purpose of the evaluation as defined in the Terms of Reference for the evaluation is to: "... assess if Africa Groups of Sweden development cooperation contributes to the SEKA EO objective of strengthening the civil society and enabling poor people to improve their living conditions."

According to the Terms of Reference: "... the specific objective is to evaluate the effectiveness, impact, relevance, sustainability and efficiency of the Africa Groups of Sweden's programmes financed via support from SEKA EO."

The evaluation team was asked specifically to review:

Effectiveness – do Africa Groups of Sweden and their partners contribute to the SEKA EO goal as well as their own goals?

Relevance – to what extent do the objectives of Africa Groups of Sweden address the priorities for the stakeholders (target groups)? To what extent are they in conformity with relevant policies and the SEKA EO goal?

Sustainability – to what extent is there a development effect after the support has been completed?

The Terms of Reference provide the evaluation team with specific sub-questions to be addressed under each heading, e.g. regarding impact and efficiency. See appendix 1.

The evaluation shall serve as a learning tool for both Africa Groups of Sweden and Sida/SEKA and provide recommendations for improvements in AGS planning, implementation and monitoring of its development cooperation.

1.3 Approach and Methodology

The evaluation is based on a *representation* of Africa Groups of Sweden's current operations and partners¹. The overall approach to the evaluation has been a careful review of the literature and documentation of the partnerships, analysis of policies and strategic documents and interviews with key stakeholders both in Sweden and in the selected field countries. The evaluation is based on a *representation* of Africa Groups of Sweden's *current* operations and partners². The overall approach to the evaluation has been a careful review of the literature and documentation of the partnerships, analysis of policies and strategic documents and interviews with key stakeholders both in Sweden and in the selected field countries. The interviews and the selection of interviews, including for example secondary stakeholders have provided useful information and perspectives which further have made triangulation possible

The Sida evaluation guidelines: "*Looking Back, Moving Forward, Sida Evaluation Manual*" (2nd revised edition 2007) and the DAC's Evaluation Quality Standards have been the main source for definition, approach and assessment.

An Inception Report presenting a basic design and work plan for the assignment was submitted to Sida on 19th May 2008, and after some requested revisions, approved by Sida on 10th July 2008.

1.3.1 Selection of field countries and projects

The choice of countries was discussed and determined together with AGS and Sida SEKA. The motivation was to study two differing countries in an AGS context. AGS in Mozambique has a history of mainly working with/through the state in contrast to South Africa where AGS cooperation has always and entirely been directed to the civil society. As required by Sida, AGS has shifted its cooperation and partners from government institutions to NGOs and the civil society in Mozambique.

The agreed selection criteria:

- Probability of verification and triangulation of information regarding the projects through interviews and further collection of documentation in the country
- Volume regarding number of cooperation partners and projects in the country
- Availability of documentation (primary, secondary)
- Availability of implementing partners to AGS and availability of stakeholders/target groups
- Consideration of the entire project portfolio
- Availability of "second opinions" (see ToR Method, p4 re: "second opinions")
- Particular reasons stated by Sida and/or AGS

South Africa and Mozambique were selected for the evaluation and field visits. The criteria for choosing the projects to study were the AGS programme areas. The decision was made with AGS and Sida SEKA. The structure of the report will follow the Sida format for evaluation and be adapted to the requirements as expressed in the ToR.

¹ See ToR p. 2

² See ToR p. 2

1.3.2 Specific methodological considerations

The evaluation team has given priority to assessing and evaluating the fulfilment of goals and objectives of AGS and its partners. This includes reviewing the logic between the set goals and objectives, how they were formulated and implemented, and mechanisms for monitoring and follow-up. In doing so the evaluation team has sought to assess the actual results and to determine to what extent AGS development cooperation contributes to SEKA EO's objective of strengthening the civil society and enabling poor people to improve their living conditions.

The time period for the evaluation is 2006–2007. Documentation outside the time period 2006–2007, including planning documents, methods and processes, has been used where relevant and possible.

For the interviews a number of set questions were posed to the Country Coordinators at AGS HQ, the Country Representatives at the field offices, to other staff at the field offices and to the AGS partner organisations in South Africa and Mozambique. For more information about the specific questions see Appendix 8.

The work information process has encompassed the following:

Stakeholder	Kind of information			
AGS HQ, Stockholm	General data gathering and desk study regarding AGS as a whole.	Interview and meeting with the management.	Interviews and meetings with Country Coordinators for South Africa and Mozambique respectively.	Workshop with Country Representatives and a number of HQ staff.
AGS Field offices	General data gathering and desk study regarding AGS South Africa and Mozambique.	Interviews and meetings with all staff at the field offices in South Africa and Mozambique, as a group and individually.	Following both field visits to South Africa and Mozambique meetings were held with the Country Coordinators to share findings and follow up on issues that were regarded important. This approach allowed for participation and ensured follow up as well as further input.	
AGS Partners	General data gathering and desk study regarding AGS partner organisations in South Africa and Mozambique.	Interviews and meetings with three partner organisations in South Africa and three partner organisations in Mozambique.	Visiting a number of the partner organisations projects in both South Africa and Mozambique.	
At the end of each field visit a debriefing session was held at AGS's field office in East London, South Africa and AGS's field office in Maputo, Mozambique with the AGS partners' management and the staff of AGS's field offices. Preliminary findings from the evaluation team were shared and discussed. These debriefing meetings further ensured a participatory approach and valuable exchange on lessons learnt.				
External Stakeholders Mozambique			External Stakeholders South Africa	
Department of Land Affairs, Commission on Restitution of Land Rights			The National Aids Council	
Land & Housing, Amatole District Municipality			Ministry of Health	
Rhodes University, Labour and Industrial Relations			The Swedish Embassy	
Rhodes University, Department of Sociology				
Project People Consultancy				
Mayoral Committee, Health and Environment, Amatole District Municipality				

The evaluation team consisted of Ms. Pia Sassarsson Cameron as Consultant and Team Leader and Ms. Johanna Strandh as Senior Consultant. Ms. Johanna Strandh replaced Ms. Maria Lundberg due to family reasons. (Approved by Sida 6th May 2008.) Ms. Karin Schulz has carried out quality assurance reading and commented on text and drafts.

The evaluation began in April 2008 and allowed for a total of 12 weeks. The assignment required field visits to at least two countries. The field visit to South Africa took place on 25th–30th May and to Mozambique on 25th–30th August 2008.

1.3.3 Collection and validation

For the purpose of triangulation, validation and verification, the team has met with external stakeholders and studied external documentation regarding projects and partners of AGS in South Africa and Mozambique.

The aim has been to achieve diversified input of information regarding each cooperation that also has the potential to be triangulated through various means. The interviews and selection of interviews, including for example secondary stakeholders, have provided useful information and perspectives. The views and opinions of government officials and local authorities on subject matter areas where AGS's local cooperation partners implement projects have been collected and viewed against AGS documents, partner documents and through the interviews. Other external, independent evaluations (see above) have provided the opportunity to cross reference findings and conclusions.

See appendix 7 for the information, sources and documentation used.

1.4 Limitations and Constraints

The time period of 2006–2007 has been applied to ensure availability of AGS and cooperating partners' documentation. The duration for the total assignment, which only made short field visits possible, has not provided enough time for in depth assessments on impact and sustainability.

When attempting to assess results on an aggregated level, to link from project level to the SEKA/EO overall level, the evaluators must limit their conclusions to *probabilities of contribution*. One reason for this is that the implemented project has not generally been designed to attempt to demonstrate results in this manner. A second reason is the question of attribution i.e. the ascription of causal links. To prove change on an overall societal level is a challenge and general overall baseline on this issue in each sector or subject matter has not been available to the evaluators, or possible to conduct within the framework of the assignment.

The conclusions reached within this assignment are primarily based on the assessed AGS projects/programmes in relation to South Africa and Mozambique. Assessment on AGS in general is based on meetings and interviews at HQ in Stockholm only. The additional assessment requirements of Sida stipulated only after the first field visit, imposed constraints due to the fact that part of the assessment had already been carried out.

1.5 Acknowledgement

The evaluation team would like to express their sincere thanks and gratitude to AGS and all its staff members that have been involved during the assessment, particularly to the field staff in each respective country and to the country coordinators at AGS HQ in Stockholm. The same gratitude and thanks goes to the AGS partner organisations the evaluation team met with.

The time made available to us and the willingness to share documents, information and views has been invaluable in making this assessment possible.

2 The Africa Groups of Sweden (AGS)

2.1 Organisation and Operation

The solidarity organisation Africa Groups of Sweden (AGS) is a membership-based organisation active in Sweden and Southern Africa. AGS dates back to the early 1960s (the South Africa Committees). In the 1970s, two organisations were formed, namely Africa Groups in Sweden (AGIS) and Africa Groups Recruitment Organisation (ARO). During the 1970s and 80s, the main objective was to support the liberation struggle in Angola, Cape Verde, Guinea-Bissau and Mozambique, and to fight the apartheid regime in South Africa and the continued colonisation of Namibia and Zimbabwe.

Post Portuguese colonialism and following the fall of apartheid the campaign work of sanctions came to an end and the Organisation (ARO) and AGS re-merged in 1992, under the name Africa Groups of Sweden (AGS). AGS has since changed its modes of operation, adapting to the development of Southern Africa and today combines more traditional political mobilisation work in Sweden with development cooperation activities in Angola, Mozambique, Namibia, Zimbabwe and South Africa.

AGS has approximately 2000 members and is the main organisation in Sweden with a focus on Southern Africa. AGS is one of Sida's eight so-called operative framework organisations, which means they have partners in the developing countries. AGS in Sweden have two offices, with its HQ in Stockholm.

	2006	2007
Cooperating partners	46	23
Volunteers	23	22
Members, end of year	2125	2118
Member organisations, end of year	45	35
No. of employees average	22 (74% female)	28 (77% female)

Staff are divided into divisions/departments as follows:

Division/departments	No. of staff
Management	3
Information and advocacy Sweden	7
Development cooperation	7
Administration, economy, IT, reception	8
Recruitment and voluntary coordination	1

During 2006 AGS had a total of 22.5 employees abroad and 23 in 2007. Staff were divided among the five countries as shown in the table below:

Country	2006	2007
Angola	1.8	2.0
Mozambique	9.1	10.1
Namibia	7.8	4.9
South Africa	2.0	2.0
Zimbabwe	1.8	2.8

The overall governing documents regarding the operation of AGS in addition to its statutory are the: Long Term Plan 2006–2012 (2006), HIV/AIDS Policy (2002), Gender Equality Policy (2005) and Environmental Policy (2006).

AGS's work and activities are mainly divided into work in Sweden and with its partners in Southern Africa (Angola, Namibia, Mozambique, South Africa and Zimbabwe). The work at home is concentrated on information and advocacy (opinion building), lobbying, fundraising, campaigning, civic education and information, aiming to contribute to a more diverse image of Africa. The campaign and lobby activities also include global issues like debt relief and fair trade and mobilising resources for local activities and influencing the Swedish Government to become more active on these issues. The work in Southern Africa is regarded as Development Cooperation. There is a clear link between the two "areas" of operations whereas the work of the partners is used for the work in Sweden in campaigns, advocacy, and civic education. Various representatives visit Sweden on a regular basis to participate in events such as Afrikadagarna etc. AGS is contributing to the work of the partners in Southern Africa by sending volunteers/staff as well as through a trainee programme in cooperation with Färnebo Folk High School.

The present assessment of the AGS development cooperation has identified a shift in the types of personnel that are contracted by AGS. This has been described by AGS staff and in documentation showing facts and figures on staff. In the past professional practitioners were common, e.g. teachers, nurses and doctors. More recently there has been a shift towards Organisational Development and Capacity Building professionals, which is in line with requirements to decrease the gap filler role towards the role of advising and capacity development.

During the assessment period the development cooperation was divided into four programme areas:

1. Global Justice

Funding and cooperation with organisations working for debt cancellation and financial and political self-determination. Support to increase public awareness regarding unfair terms of trade.

2. Education for All

Working towards the Millennium Development Goal "Education for all by the year 2015" through e.g. construction of schools and in-service training for teachers. Focus is especially on improving girls' access to education and literacy for women.

3. Public Health

Contributions to the fight against HIV/AIDS mainly through preventive methods. Facilitation of in-service training for staff in primary healthcare, with special emphasis on maternity welfare.

4. Local Development and Livelihood

Supporting small-scale production projects with both micro credits and training in organic farming methods. Support to organisations working with land reform and rural development.

AGS programme objectives are on both a country and project level. The Global Justice, Education for All and Public Health programmes each have five objectives; while the Local Development and Livelihood programmes each have six. Even though they are to some extent inclusive, there is a certain disparity and inconsistency that makes it less evident to trace intervention logics. AGS is well aware of this and is changing it in their new operational plan (2009–2011) into a more consistent PME system containing the impact level for the programmes and countries (10 years) and outcome levels (3 years) for each country.

Programme distribution	2006 38 267 000 SEK	2007 40 074 000 SEK
Local Economy	41.6%	44.2%
Public Health	18.2%	15.3%
Global Justice	15.4%	12.6%
Education for All	6.6%	8.8%
Sundry	18.2%	19.1%
Distribution countries	2006 38 267 000 SEK	2007 40 074 000 SEK
Angola	28.1%	21.3%
Mozambique	22.6%	25.1%
Namibia	13.8%	11.3%
South Africa	20%	20.6%
Zimbabwe	10.3%	19.9%
General/Regional	5.2%	7.8%

2.2 AGS and their Partners

During the assessment period the overall objective/vision of AGS was “Democracy and Self Determination” for the people in the countries where AGS operates. Democracy is defined as the right for people to influence and determine their development. AGS defines its cooperation and relationship with the partner organisations. The key characteristic of the partnership is that it should be on equal terms and based on mutual exchange. AGS selects its partners based on certain criteria. The overall intention is that the partner shares the values and determination to achieve a just world order. In addition the following criteria applies to the selection of partners:

- Define the needs
- Take ownership of the interventions
- Define their own goals for their activities, identify target groups, manage the projects, follow up and report
- Operate as a democratic organisation

AGS defines its own role as advisors, support givers and financial contributors. AGS staff in Sweden, South Africa and Mozambique share the value of the importance and role that partnership plays in their work. The country representatives and HQ staff also expressed this during a workshop that the evaluation team participated in on 9th June 2008. It was described as a strength in the sense of sharing an idea or ideology, as well as a strength in applying the same approach with regards to capacity building and development. The focus on OD, with an increased number of staff in such positions and number of OD project components towards the partner organisations, is a consequence of this coherent approach.

The strategic approach of partnership applied by AGS and its advantages for development was mentioned by all within the partner organisations as well as by external evaluators and researchers that the evaluation team met with. One of the highlighted strengths is the sincere and honest cooperation between AGS and its partners, built on trust and common values regarding development. Another expression of the appreciation of this partnership is that some partners consider this more significant than AGS’s financial contribution.

In addition to this, the partnership must be based on some criteria and as mentioned above, AGS usually gets to know the organisation before a partnership is formed. AGS also has a history of developing long-term partnerships. The partner organisations and AGS meet annually to discuss matters of common interest, to share experiences, for networking purposes and to formulate needs. The partner organisations the evaluation team met with all expressed that AGS is an understanding, adaptable and flexible partner to keep a dialogue with. During these continuous dialogues and sometimes through trial and error, projects are developed, focuses adjusted or activities changed.

3 AGS in South Africa

AGS are, through its South African partner organisations, involved in both the land issue and health and HIV/AIDS. Support is directed towards development and democracy in rural areas and organisations working with HIV/AIDS and gender issues. The overall objectives for AGS operations in South Africa for 2006/07 were to:

- Work towards a fairer distribution as well as a more sustainable use of land and other resources
- Increase the possibility of livelihoods for vulnerable people in rural areas of the Eastern Cape
- Contribute to minimising the negative effects of the HIV and AIDS pandemic
- Increase the possibility of South Africa taking its rightful place in the economic world order
- Contribute to a more equal and democratic society where people have influence over their own existence

AGS's office is located in East London, in the Eastern Cape. AGS has been based in the Eastern Cape Province since early 1994. The main objective of AGS's work in South Africa has been to support actors within civil society in their work to fight poverty and strengthen democracy. The Eastern Cape is one of the poorest provinces in South Africa: in 2002 as many as 68.4% of the population lived in poverty. Unemployment levels in the Eastern Cape are higher than in any other province in the country (Source Stats SA Census 2001). The province is lacking in both resources and infrastructure after being marginalised during apartheid. The two former homelands of Transkai and Ciskai today make up most of the geographic area of the Eastern Cape.

During the review period 2006–2007, AGS were cooperating with eight local partner organisations in three of the four AGS programme areas namely: Global Economic Justice, Land Reform, Rural Development and HIV/AIDS. The Global Economic Justice area showed little result during the review period since AGS's cooperating partner organisation Jubilee South Africa came to an end in 2006, as a result of the organisation's internal problems. Consequently no local partners on the Global Justice programme could be selected for further studies during the period of 2006–2007. However, to provide input and in search of an alternative approach to working with Global Economic Justice, AGS embarked on a research project named "Bridging the Gap," led by a researcher from Rhodes University. A work report was discussed during the AGS partner meeting in March 2008, which has the potential to lead to new ideas when formulating the operational plan for 2009–2011.

The AGS office consists of three persons, the AGS Country Representative and Coordinator, the Organisation Development Officer and a part time Information Officer. AGS partners are spread across various locations throughout the province.

3.1 Country Context

One priority issue of the Government after the fall of apartheid has been and still is the distribution of land. The Interim Constitution of 1993 provided a framework for land reform and it has been a priority of the Government ever since. The land policy was adopted in 1996. The central thrust of land policy is the land reform programme with three elements: redistribution, land restitution and land tenure reform. The land redistribution programme aims to provide the disadvantaged and poor with access to land for residential and productive purposes. This segment of the population includes the urban and rural poor, labour tenants, farm workers as well as new entrants to agriculture. The land restitution covers cases of forced removals, which took place after 1913. The land tenure reform is carried out through a review of the present land policy, administration and legislation to improve the tenure security of all South Africans and to accommodate diverse forms of land tenure including communal tenure.

The pace of implementation has been and remains very slow. Weak legislation, lack of administrative capacity, poverty, lack of present rights and legislation and a lack of monitoring mechanisms are some of the reasons suggested by the Government, government officials and NGOs for the slow implementation.

The pandemic of HIV/AIDS has no greater impact on the continent of Africa than in South Africa. Nevertheless, the Government remains reluctant to deliver healthcare and ARV (Anti Retrievals). The Government's opinion on HIV/AIDS is controversial and widely debated both internationally and in South Africa. The Government was very late in introducing ARV and the regulations regarding distribution is resulting in a vast number of infected people being denied access to treatment. This Government standpoint has led to millions of people believing, for example, that a certain diet will cure them and ARV will not. At present prevalence is increasing and it is believed that it will continue to increase for some years, leaving South Africa with one of the highest rates of infected persons in the world. The stigma surrounding HIV/AIDS and the issue of testing is therefore still a vast challenge. Many South Africans are dependent on the work done by NGOs and CBOs for preventive care, access to clinics and ARV treatment.

3.2 The Assessed Cooperation and Partners

From the eight partner organisations in AGS's portfolio, three were selected for an in-depth assessment during the field mission to South Africa, for the period 2006–2007. The evaluation team visited South Africa from 24th May–1st June 2008. The mission began with meetings at the AGS office in East London and continued with travel to Cata and Grahamstown in order to meet stakeholders, partners and a researcher from Rhodes University. Furthermore, the partner organisation located in East London and government representatives i.e. Amatole District Municipality, Land and Housing, Department of Land Affairs, Commission on Restitution of Land Rights, as well as representatives from District Municipality, Health and Environment were included. Stakeholders related to the Ikhala projects based close to East London were also included in the field mission. (See Appendix 3 and 4 for information regarding persons interviewed and programme.)

Border Rural Committee (BRC), under the AGS programme Local Economy/Livelihood and Local Development, received support from AGS in 2006–2007 amounting to SEK 2 691 000.

BRC was established in 1982 as the Grahamstown Rural Committee. In the early 1990s the organisation relocated its main office from Grahamstown to East London, and was renamed Border Rural Committee. BRC helps the poor living in the former homelands of the Eastern Cape to act decisively in improving their living standards. To achieve this BRC will:

- Advocate for enhanced resource flow into the former homelands
- Manage and facilitate processes for pro-poor development
- Achieve policy impact to extend and replicate the benefits of project successes

BRC's strategic plan for 2007 is titled "*Rights-Based Rural Development: A New Approach to Poverty Eradication*". Among other things, the strategic plan describes and analyses the key problem facing the rural areas, namely poverty, and sets out the vision and mission for the work of BRC in the Amatole District of Eastern Cape. It is the most populous district in the province, with an estimated 1.7 million people. Approximately 66% of the people living in the district are considered poor, which is higher than the national average of approximately 50%.

BRC attempts to address poverty eradication by seeking betterment redress (i.e. cash and development funds) that will enable communities to leverage more resources, and also assists in developing institutional mechanisms at a local level to manage and bring development to the poor. Their guiding principles are:

- That resources are brokered and leveraged in such a way that they are secured at local level (village level)
- That planning and implementation should be integrated
- The nurturing (and building) of effective and popular institutions at a village level

In order to achieve this goal BRC sets out to:

- Advocate enhanced resource flows into the former homelands
- Manage and facilitate processes for pro-poor development
- Achieve policy impact to extend and replicate the benefits from project successes

BRC are running three projects, all in the former homelands, namely: Vulamasango Singene Project, Keiskammahoek Project and Cata Project. The target groups of the BRC projects are poor communities and villagers living in the former homelands in the Eastern Cape.

BRC is a membership organisation with a democratic structure. Membership is drawn from the communities that it is involved in. This is an active attempt from BRC as they regard the involvement of their target groups as crucial in attaining a sustainable development process. Members are involved in the BRC operations together with staff through consultation, project planning, formulating activities and implementation. The villages have elected committees for implementation, follow-up and control.

There are 12 full time staff positions at BRC. Project funding comes from Finland, Belgium, church organisations, European NGOs and the South African National Development Agency. AGS, German Catholics and ECO (a Dutch NGO) provide core funding. BRC is planning to become self-sufficient and increase income generated activities (e.g. by providing consultancy services) and is trying to diversify its funding base. BRC has invested all surplus interest and own-generated funds into a revenue reserve that totals over R10 million.

BRC is undertaking a diverse mode of operation that includes lobbying, community mobilisation, institution building, training, facilitation, implementation and management. The District Municipality has compiled a restitution development plan with assistance from BRC. BRC is the implementing organisation of the Kata Restitution Development Plan.

Even though this has created a new relationship between BRC and the Government, BRC has managed this role while continuing to pressure the Government. BRC regards this relationship as critical for

communication and continuous round tables, and does not believe there is a risk of the relationship becoming politicised. The District Municipality has expressed that a close relationship between BRC and other NGOs is important for research, fact-finding, awareness raising and informing citizens (e.g. regarding their land rights).

The needs of the target groups are vast and resources, both financial and human, are a challenge. Enhancing the capacity of the committees in the villages and institutionalise the operational work is crucial to achieving results. This also requires a highly competent cadre of staff or access to supplementary competence in the field of institutional building, OD and capacity development. BRC and AGS are aware of these challenges and have made it a priority through activities and increased focus.

According to AGS, BRC has not been able to address the issue of HIV/AIDS in its operations during the assessed period. Therefore a number of different ideas have been explored and discussed between AGS and BRC. This concern was also raised by the external evaluation that was made in August 2007 (Hummanistisch Instituut voor Ontwikkelingssamenwerking (HIVOS), August 2007 by Nyoni, Maart and Velcich), which stated that BRC "...needs to make the link between poverty, gender and HIV/AIDS in its programmes more explicit." According to BRC one of the main constraints for mainstreaming is the lack of statistics.

The relationship with AGS is highly appreciated because it's considered to rest on equal grounds, despite the fact that AGS is a donor. BRC has the potential to influence the work of the AGS SA strategic plan and believe they contribute in a meaningful and important way. The relationship with AGS is considered to be more of solidarity than charity. With the inclusiveness and flexibility of AGS, the needs, strategies and methods of their cooperating partners will dominate. BRC regards the constant feedback of AGS work back to Sweden as important and of concern to the SA NGOs since, as they put it, there is a growing cynicism towards aid in the Swedish society.

The external evaluation/mid-term review, as mentioned above, covered two planning cycles within BRC: 2000–2004 and 2005–2009. This evaluation was extremely positive regarding the work undertaken by BRC and specifically referred to the success of the campaign and the work undertaken in both Cata and Keiskammahoek. Key factors of the success referred to were the ability to leverage additional resources, the creation of employment and advances towards food security in Cata, which contributed to poverty alleviation in this community. Criticisms were conveyed regarding inconsistency in measuring impact.

The evaluation team agrees with the HIVOS evaluators that there is a disparity regarding reporting as well as measuring impact. Reporting per se is extensive but the terminology is difficult to interpret since activities, objectives and results are expressed inconsistently. This further hampers the possibility of both knowing what is intended and expected and what is achieved. Impact will therefore be difficult to measure. Despite this disparity BRC seems to be well aware of its intentions, its strategy to accomplish them and when a result is achieved. Baselines for numbers and quantifiable facts are helpful but when expressed in values and notions are more difficult to measure.

3.2.1 Examples of results BRC

There are many results noted in line with BRC's overall objectives and which correspond to Sida SEKA's overall objective:

- The IDP (Integrated Development Plan) for the community of Cata was reviewed
- A census was conducted to assess the extent to which the development process has contributed to poverty eradication in the village. Some of the findings were:
 - Employment rates have increased from 4% in 2001 to 26% in 2007
 - The percentage of households with a monthly income of more than ZAR 1 600 has increased from 6% in 2001 to 31% in 2007

- The percentage of people that have less education than Grade 7 has dropped from almost 50% in 2001 to 35% in 2007
- The percentage of households using electricity for cooking has increased from 3% to 2001 to 51% in 2007
- 51% of households have a bank account and in 59% of these cases the account is held by a woman. This percentage is higher than the national average.

Eastern Cape Agricultural Research Project (ECARP), under the AGS programme Livelihood and Local Development/Local Economy received AGS support 2006–2007 of SEK 1 093 000.

AGS has been supporting ECARP since 1998 under the AGS programme Local Economy. ECARP has been operational since 1993, initially offering paralegal services to farm workers and dwellers. This work subsequently expanded to include an outreach approach to take the organisation beyond casework. In 1996 the organisation broadened its scope of work to include a specific focus on women and by 1997 ECARP began to target both men and women. The ECARP programme areas are: socio-economic rights and HIV/AIDS, land reform, land use and food safety, gender, livelihoods and land redistribution, labour and tenure, lobbying and policy engagements, research and networking. ECARP targets one of the most vulnerable sectors in the South African society, namely farm workers and dwellers, and also assists emerging small-scale farmers. The organisation operates within the Cacadu District Municipality in the Eastern Cape of South Africa.

ECARP strives to promote the human and socio-economic rights of farm workers, dwellers and emerging farmers. Specific objectives are to:

- Advance the socio-economic rights of farm workers, dwellers and rural communities
- Formulate and implement sustainable rural development strategies from a pro-poor rights approach
- Empower farm workers, dwellers and emerging farmers to organise and manage developmental, settlement and farming processes based on principles of equity, consultation, sustainability and the protection of the environment and natural resources

ECARP is not a membership-based organisation. There is a Management Committee (Manco), which is the governance body (effectively the Board) that the Director reports to. There is also the 'expanded' Manco, which does not have governance authority but is an advisory body. The advisory body enables ECARP to access considerable intellectual capacity particularly in respect to the research agenda. The members of the governance body are sometimes headhunted out of their commitment to the pro poor approach. The governance body monitors implementation based on reports prepared by the Director ahead of its meetings, which take place three times a year. The work of ECARP is structured through four units: the Labour Training Unit, the Land and Housing Unit, the Gender Unit and the Community Development and Environment Unit. ECARP nevertheless aims for a holistic approach and the work specific to each unit is well integrated with that of other units. The major donors of ECARP are ICCO (Dutch), MISEREOR (German Catholic) and Oxfam Canada.

ECARP has targeted and been able to focus its work on the vast inequality of power between farm owners and workers and dwellers. The target group of ECARP is living under very poor working and living conditions further marked by gender discrimination. Wages are extremely low, health and safety widely neglected. An external respondent described the farming world as a "no go area being closed off from the outside world". Most housing is tied to the farms, which mean workers lose accommodation if they lose their jobs. Farming residents are locked in for security reasons, which in turn makes the residents locked in as well. General living conditions – water, energy and sanitation – are often appalling.

The new South Africa hasn't really affected the farmers according to ECARP, which is confirmed by another external respondent. ECARP's access to farm workers and dwellers and the trust and progress between them has been built over many years. Through sensible consultation and an evident bottom up approach, ECARP has managed to address the circumstances of farm workers and dwellers on their terms. The increasing number of farm committees is seen as an empowerment of farm workers and dwellers to address and put forward issues on their own. This relationship is further confirmed by the external evaluator and by a researcher contracted by ECARP.

ECARP has been commended for its active HIV/AIDS work. It began in the late 90s as a reaction to the increasing problem. It was very difficult initially and the entry point had to be around other issues or rather health issues in general. ECARP consulted professionals in order to approach the question in a non-frightening way. It was necessary to try different methods in order to reach desired results. By seeking knowledge and collaboration with HIV/AIDS NGOs and consulting the target groups, ECARP has managed to mainstream its HIV/AIDS work. It is incorporated into most units with activities such as workshops, training and development on farm committees' health policies etc.

A respondent from Rhodes University, also confirmed by the external evaluation, claims that farm labour is under-researched in South Africa partly because farmers control access to farm workers and dwellers. Due to the vulnerability of the workers they are reluctant to talk openly to researchers. The work of ECARP in this regard is of utmost importance as the knowledge from ECARP provides input for research, and the researchers can feed back to ECARP providing technical knowledge and policy development advice. In this sense ECARP is believed to act as a link between policy and practise.

The relationship with the Government (labour department) is sensitive and has been challenging but is now believed to be fruitful. According to ECARP, the labour department has now noticed that ECARP provides knowledge that is in the interest of the Government. Previously the relationship with the labour department was very tense, but it has since progressed and is now working well.

ECARP regards AGS as a true communication partner. Matters on how to track mainstreaming and identifying gaps in the project are discussed. AGS involves themselves with the target groups, which is appreciated by ECARP. AGS partners provide input on its proposals to Sida. The AGS partnership meetings are very beneficial for many reasons, including the exchange of experiences. There is additional involvement by AGS through visits to the farm committees and ECARP.

ECARP underwent an external evaluation³ in November 2006, which found it to be a highly effective organisation. In addition it found the organisation to be relevant and to have a distinct positive impact especially in relation to affecting change on the ground.

3.2.2 Examples of results ECARP

- HIV awareness was raised among 81 farm workers and dwellers
- 237 farm workers have developed mechanisms to improve living conditions on their farms in the areas of improved sanitation, access to clean drinking water and better housing
- 122 farm workers and dwellers and 56 small-scale farmers are taking part in ECARP's food safety programme (ECARP links this result area to the mitigation of HIV)
- ECARP has assisted 23 farm committees in developing health and safety policies
- In 2006, 56 small-scale farmers generated and secured food safety nets. All these farmers have increased their annual yields as well as land under cultivation.

³ Evaluation November 2006, by D. Hallows "Report of an evaluation of the Eastern Cape Agricultural Research Project"

- In 2007, 21 small-scale farmers have generated food safety nets, 50% of these farmers are women. 50% of the 21 have increased their annual yields and their cultivated land, are producing high quality chemical-free vegetables, field crops and herbs, and have harvested a surplus on their produce by selling these on the market.
- In 2006, 80 farmers have increased their knowledge and skills in low cost organic farming methods
- In 2007, 21 farmers have increased their knowledge and skills in low cost organic farming methods and 80% of them are farming with free-range animals
- By 2007, 104 women and men were part of saving schemes, of which 48 are participating in ECARP's food safety programme
- By 2007, 101 small-scale farmers took part in the gender activities of ECARP
- 81 female and male (the target was 75) workers and dwellers attended sessions to enhance and deepen their understanding and acceptance of gender equality
- 37 farm committees have been set up by ECARP to date
- The committees were effective in dealing with transgressions of labour rights and found methods to rectify them (including gender discriminatory practices such as: UIF, proper pay slips, protective clothing and casual workers receiving the correct wages)
- Women are increasingly active in ensuring that rights are being implemented

IKHALA TRUST under the AGS Public Health Programme received AGS support of SEK 1 084 000 in 2006–2007. Ikhala Trust was established in 2002 and its main purpose is to act as an intermediary grant maker for community-based organisations (CBOs). Through Ikhala Trust AGS has supported twelve CBOs and reached out to a number of CBOs and communities in the Eastern Cape, focusing their work on the capacity building of organisations working with awareness, treatment and care. Over the two year period Ikhala Trust has linked up and given support to more than twenty CBOs in Eastern Cape, with the objective to boost their capacity within the area of HIV and AIDS. These CBOs reported that they have reached out to more than 60,000 individuals in the areas of awareness, treatment and care. The Haven Wellness Centre (which services include a hospice) and a community care centre were visited during the field mission.

Ikhala Trust's objective is to:

- Strive to work in cooperation and partnership with stakeholders in order to uplift and support small community-based initiatives in the most disadvantaged areas of the Eastern Cape Province, through the provision of grant funding and the facilitation of capacity building support.

For a grant maker Ikhala Trust is a small organisation with very few staff – a Director, one Field Worker and an Administrator. A key strength is Ikhala's networking and outsourcing capability, which allows the organisation to provide services beyond what could normally be expected of three people. Ikhala Trust is not a member-based organisation. The governing body is the Board of Trustees. It is a working board in which all members have their particular area of expertise and contribute with knowledge, capacity and extensive engagement. Furthermore, Ikhala Trust accesses capacity through its use of external service providers, including associates and assessors. These service providers contribute with extensive experience of development work in their respective communities, connections to local government networks and NGOs. They participate in Ikhala Trust activities including workshops and the Annual Learning Event and provide organisational development skills. There is a close cooperation and collaboration between Ikhala Trust and its service providers.

Evident to the evaluation team and confirmed by a meeting with some of the grantees as well as the external evaluator, is the passionate, vibrant and untiring engagement by the Director of Ikhala Trust. The networking and investigation of new ways and means is constant. Ikhala Trust depends very much on its Director and that in itself is a factor of vulnerability. Ikhala Trust has developed an unconventional model with specific criteria during the process of assessing potential grantees. Ikhala Trust is very hands on and practical in its capacity development of the organisations it assists and focuses on the people that make up the organisations. Ikhala Trust provides small grants, ranging from R5 000–R30 000.

The partnership with AGS is regarded as a true partnership. It is characterised by sharing of experience and open dialogue, and this in combination with the capacity building support is considered highly valuable.

3.2.3 Examples of results Ikhala Trust

- Regular interaction with grantees through visits, field trips etc. Four assessors have also been sourced (from “stronger” organisations) to conduct pre-assessments of organisations and to make recommendations on new grantees.
- Grantees take part in project management courses facilitated by Ikhala
- Annual Grantees Conference – this year it focused on resource mobilisation, governance and volunteers
- Specific interventions (training on governance, facilitating exchange visits, computer skills training, conflict resolution etc.)
- “Caring for the carer” workshops
- Home-based carers formally trained

3.3 Effectiveness

The following responds to the questions in the order they are stipulated in the ToR.

The AGS partners in SA are deemed effective in terms of SEKA's overall objective on project and local level:

- AGS has a well thought through approach that is reflected in strategies and modes of operation when selecting partners, followed by close cooperation with partners
- All three assessed partners expressed that there is a true interest from AGS towards its partners and from the partners to AGS and to their respective planning, implementation and follow up
- The close partnership allows for mutual feedback regarding strategies, methods, means and goals towards achievement of results
- Furthermore, the activities of the partners are focused at a grass root level, strengthening and enabling poor people to improve their living conditions, which is likely to contribute to SEKA's overall objectives
- There is evidence of capacity development and poverty eradication in the BRC project in Cata village with the increase in employment and self-generating incomes as a result of the project. Farm workers and farm committees, with the support of ECARP, have developed mechanisms to improve living conditions on their farms and are increasingly claiming their rights. CBOs have been capacitated to implement Home Based Care in regards to HIV/AIDS, raise awareness and help

give access to ARV treatment through its support from Ikhala Trust. The end users, the target groups, are the most marginalised and vulnerable groups, who through the project interventions have been able to improve their living conditions through various means. Results are evident and objectives achieved.

3.4 Relevance

The following responds to the questions in the order they are stipulated in the ToR.

The evaluation team deems the AGS partners' programmes to be highly relevant in the local context:

- The unemployment rate in the Eastern Cape is the highest in the country and as many as 68.4% of the population lived in poverty in 2002. HIV/AIDS prevalence and the number of people infected and affected by HIV/AIDS is very high. The intervention is consistent with the livelihood strategies and living conditions of the target groups as it targets the very basic needs of sustainable survival and development, while the target groups set the priorities and articulate their needs.
- The intervention is well tuned to the development policies of government at national and regional levels in regards to the land issue. Laws are in force and claimed to be a priority by the Government. The HIV/AIDS work is not in line with government policies at national and regional levels, as the Government does not prioritise it. The Government has long been reluctant in addressing the HIV/AIDS pandemic, with a strategy that verges on denial with consequences that include insufficient and disorganised application of state resources. The evaluation team still considers the AGS partners' programmes on HIV/AIDS relevant since HIV/AIDS is pandemic and the need is explicit from the civil society as well as external stakeholders and target groups. HIV/AIDS has a direct link to poverty, which is acknowledged by the international society. The support to CBOs and NGOs working with HIV/AIDS is not regarded as gap filling because it leads to capacity development. By enhancing the competence and capabilities of these organisations, people will be empowered and the civil society strengthened to voice its needs and to better influence the Government.
- External stakeholders, from interviews and documentation, produced evidence of a civil society focus by the AGS partners. It's an explicit ambition shown by engagement in networks, collaboration with other NGOs and by readdressing own methods of best practice. The role of civil society is a focus of the partners and AGS.
- The evaluation team has been unable to establish whether there are target groups or areas of support that are neglected and ought to be given higher priority in the programmes. The programmes are well in line with highly prioritised needs. The close cooperation, relationship and collaboration between AGS, its partners and the target groups ensure sufficient target groups and areas of support.
- AGS's planning and programming is considered to be participatory as all the partners assessed acknowledged contributing through partner meetings and a close and ongoing dialogue.

3.5 Sustainability

The following responds to the questions in the order they are stipulated in the ToR.

- One significant approach to increase the probability of sustainability is to focus on capacity development. AGS emphasises capacity development and ownership in all programmes, projects and in cooperation with local cooperation partners. The process of finding strategic partners and slowly establishing common ground to proceed into partnership is deemed to enhance the probability of sustainability.

- An example of the capacity development approach is the South African cooperation, which since 2002 has an Organisational Development Programme (OD) and an OD Officer devoted to the issues. Since 2004 the OD Officer has been South African. A particular OD fund is in place from which cooperating partners can seek funding. Strengthening of the civil society through capacity development assistance to the AGS partners is evident, according to the external evaluation of the OD Programme by Foulis & Collingwood. This evaluation states further in the conclusion on page 44: “In particular, respondents were able to give examples of the ways in which they have benefited from being in a relationship with AGS SA that has resulted in their organisations’ becoming more robust and capable.”

In addition, AGS partners build in structures to enhance sustainability in their programmes/projects. For example, ECARP’s work towards rural democratisation through the formation of collective structures among the target groups, farm workers, farm dwellers and through the establishment of the farm committees.

- The added value assessed of the cooperation between AGS and its partners is the uniqueness of a true partnership, in addition to the funding, that allows for trial and error, close dialogue within areas of concern, flexibility and a high level of trust. This has been described by target groups, the partners themselves, external evaluators and external stakeholders.
- The question of the probability of sustainability, including long-term benefits, is addressed through assessing the issue of capacity development. Capacity development goes to the heart of creating sustainable local ownership of change and reform. If projects aim to improve the ability of individuals, organisations and society to perform functions, solve problems and achieve goals through projects designed in a way that is deemed to promote institutional development and capacity, sustainability is enhanced.

3.6 Impact

The following responds to the questions in the order they are stipulated in the ToR.

- The probable impact is deemed to vary on both an AGS programme level and the projects funded by AGS. There is a visible awareness, engagement and empowerment among the groups of people and individuals that are targeted through the development interventions. This is noted in the results described above in line with the AGS programmes, as stipulated in their overall objectives.
- It is further in line with the partners’ objectives (see above on respective organisations’ objectives). The objectives of AGS, the partners and partners’ partners are interlinked, with results that are deemed to have an impact in relation to the fulfilment of AGS’s overall objectives.
- Example of possible positive effects are peoples’ increased potential to development through means of self-generating incomes, improving living standards and access to healthcare and ARV treatment. Sustaining and institutionalising these effects has evoked vast requirements for capacity building and organisational development, which will require further interventions. AGS and partners are aware of this and have made it a priority. The evaluation team believes this shows the adaptability and capacity of both AGS and its partners.

3.7 Efficiency

The following responds to the questions in the order they are stipulated in the ToR.

There is no specific question in the ToR related to efficiency, however it is interrelated with the other key areas of the evaluation. The assessment made shows efficiency on general terms but an in depth analysis has not been carried out.

- In proportion to the Sida funding (Sida support to BRC 2006–2007 of SEK 2 691 000, Sida support to ECARP 2006–2007 of SEK 1 093 000 and Sida support to Ikhala Trust 2006–2007 of SEK 1 084 000) and in relation to outcomes, results and impact the intervention is deemed efficient. It is believed that less resources would reduce the quality and quantity of results. All partners assessed use non-cost human resources in their development interventions, when planning and executing the activities.
- It is unlikely that an altogether different type of intervention would have solved the same development problem at a lower cost. The relatively high competence and capacities among the NGOs in identifying what is relevant and more so in their capacity to continuously develop and learn makes them suitable for this kind of development support. It is therefore assumed that they are efficient in prioritisation and economising.

4 AGS in Mozambique

AGS has been working in various forms in Mozambique mainly in the Northern Provinces of Niassa, Nampula and Cabo Delgado for more than 30 years.

AGS operations have recently gone through a number of significant changes, which in turn have had considerable impact on the cooperation in the country. A shift in focus from the public sector to the civil society and the shift in geographical representation from the Northern Provinces to Maputo have brought overall change to the cooperation. Furthermore, during the assessed project period of 2006–2007, several persons have held the post of Country Coordinator. The change appears to be mainly as a result of various complications (non AGS related) regarding persons recruited to the post. Since autumn 2007, the staff situation may be described as stable, and the positions are filled at the office in Maputo.

The AGS office currently consists of eight persons in total, including one auxiliary staff. The person working as Official Financiero is in the process of phasing out his employment. The specifications for this position are under discussion internally at AGS, since the change in AGS operations have resulted in changes in the requirements. A new Coordinator took up her position in November 2007 as well as a new Administrative Officer. In addition to this two local staff have been recruited as Programme Officers. One of the Programme Officers is a new recruit, and one took up the position as Programme Officer in January 2008, but has been with AGS for many years.

In addition, a geographical concentration of AGS representation has taken place, with the closing of AGS offices in the Northern Provinces and the new office in Maputo. This is mainly a consequence of the restructuring of the AGS project portfolio, moving from working with cooperation partners in the public sector to partners in the civil society sector. The AGS Mozambique project portfolio has, in regards to a number of projects and partners, further been downsized⁴. In 2006 the project portfolio consisted of 28 projects (three Global, three Education, 17 Public Health and five Livelihood and Local Economy) compared to the 2008 project portfolio, which consists of 12 projects (two Global, one Education, seven Public Health and two Livelihood and Local Economy). However, the overall volume in SEK is more or less the same, approximately 5 MSEK.

⁴ In early 2005 AGS had a total of more than 40 partners working in projects and/or with the 17 volunteers placed in the four Provinces in seven different locations: Maputo, Nampula City, Monapo, Ilha de Mozambique, Cuamba, Pemba and Montepuez.

During the review period 2006–2007, AGS cooperated with nine local partner organisations in all of the four AGS programme areas namely:

- Global Economic Justice
- Local Economy and Livelihood
- Education
- Public Health, HIV and Aids

Project implementation is still focused on the rural areas in the north.

During discussions with AGS staff, individually and in groups, opinions of AGS's partners' development and present capacity and needs are in accord. AGS used to be more of an implementer, carrying out work for its partners like financial book-keeping etc., today the partner organisations have the capacity to manage this on their own. The target groups are still weak in capacity and therefore AGS support has shifted into areas including code of conduct, management, membership management, conflict management and capacity development. As the partner organisations develop there is an increased need for such support. This shift in activities is also confirmed by project proposals to Sida, the implementation of documentation on the change of activities and from discussions with partner organisations.

The general mode of operation, which might be seen as a kind of PME cycle, is expressed by AGS staff as a contributing factor to the effectiveness and fulfilment of AGS objectives and partners' objectives. Planning together is carried out a year ahead and each partner reports back to AGS. There is a dialogue regarding activities implemented or not implemented, impact and significant changes, what was difficult and why, and what type of support is expected from AGS. For the financial report there is discussion around resources, how money was spent and future financial needs. The partners interviewed expressed this mode of work as an example of true partnership.

The overall objectives with AGS operations in Mozambique 2006/07 were to:

- Contribute towards poverty eradication through provision of better access to education and improvement of public health
- Contribute to debt relief and fair trade rules
- Contribute to democratic development on local level and improved possibilities of livelihood
- Create conditions conducive to interventions fighting HIV/AIDS
- Improve the awareness of Mozambique in Sweden

Each partner organisation met by the evaluation team expressed a concern regarding the lack of donor coordination and the different demands, content and form, for reporting. AMODEFA and MONASO also expressed a wish for programme support.

4.1 Country Context

Half of Mozambique's population is under 16 years of age. Despite significant work from the Government on education, it's far from corresponding to the needs. According to the Ministry of Education the main challenge is a lack of sufficient premises, girls not attending school, too few teachers as well as a lack of skilled teachers. Many pupils leave school before the fifth grade.

One of Mozambique's goals is the Millennium goal of Education for All, and the WB has allocated additional resources for basic education. The Government has developed a plan to fight illiteracy, with a target group of girls aged 15 years and over. One woman per household with primary education is regarded to have positive effects on poverty eradication.

HIV/AIDS was first diagnosed in Mozambique in 1986, and things grew quickly out of control. In 2004, 16.2% of the population aged between 15 and 49 were infected, and a total of 1.6 million Mozambicans lived with HIV and AIDS. Following this the Government declared HIV/AIDS a national emergency. The majority of those infected are women, who due to a relative lack of social, sexual and physical power are unable to insist on safe sex.

The epidemic has reduced life expectancy from 41 years in 1999 to around 38 years in 2004, and is estimated to account for almost 25% of all deaths recorded in Mozambique. This has in turn led to an orphan crisis, where it is estimated that approximately 626 000 children will lose one or both parents due to AIDS.

4.2 The Assessed Cooperation and Partners

Three out of the nine AGS Mozambique portfolio partner organisations relevant to the period 2006–2007 were selected for an in-depth assessment during the field mission to

Mozambique. Which country to include in the field mission and which partner organisations to assess were agreed in cooperation with the AGS Country Officers, AGS management at AGS's headquarters in Stockholm and the Country Coordinator in Maputo. The Sida Programme Officer was also involved in the selection discussions.

During the field mission to Mozambique on 22nd August–31st September 2008, meetings at the AGS office in Maputo were held and a trip to the northern province of Cabo Delgado was undertaken. AMODEFA in Pemba and further AMEC in Monte Puez were included in the visit to the north in order to include stakeholders and partners not centrally placed in Maputo. In Maputo meetings with the National Aids Council (CNCS), Ministry of Health and the Swedish Embassy were conducted. The network MONASO and AMODEFA headquarters in Maputo were also included. Contact with other donors has been made. (For further information see Appendix 5, programme and person interviewed.)

MONASO (Mozambican Network of Aids Services Organisation) was established in 1994 and has cooperated with AGS/AGS since the mid 1990s. In 2006–2007 MONASO received AGS support of SEK 700 000.

MONASO is an umbrella organisation supporting NGOs working with HIV/AIDS. The organisation has delegations in 11 provinces and its HQ in Maputo. The province delegation in Nampula was set up in 2002 with support from AGS. In 2008 MONASO has approximately 1000 member organisations of varying size, and a democratic structure.

MONASO aims at strengthening its member organisations to have the capacity to implement and develop their projects within different programme areas. The support is directed towards:

- Institutional Development
- Coordination, follow-up and evaluation
- Training and Capacity development
- Communication and Research

- Lobbying

These areas are divided into projects and planning is often carried out by MONASO, the target groups and AGS.

In the long term, MONASO aims to decentralise management and administration to province delegations.

The objective of MONASO is to:

- Contribute to reducing the spread and alleviating the consequences of HIV/AIDS on an individual, social and economic level, through multi sector efforts

MONASO's five strategic areas are:

1. Coordination: to establish and expand the coordination role of MONASO in the 10 provinces.
2. Capacity Building: for the improvement of the organisational and programmatic quality for the members' response.
3. Communication and Research: for education and dissemination of information and quality research for members on issues relating to HIV/AIDS and the promotion of good practices.
4. Lobby and Advocacy: to influence and participate in the establishment of priorities for the national agenda on issues relating to HIV/AIDS.
5. Institutional Development: to strengthen the capacity of structures and procedures in order to improve MONASO institutional performance and keeping on the frontline in response to HIV/AIDS issues.

AGS supports both capacity development centrally at MONASO as well as projects in the Northern Provinces and budget support through the Common Fund. MONASO has participated in the AGS Method Development Programme. From the five projects AGS is supporting, one is financed through the Swedish Embassy (the Democracy fund).

MONASO is further financed by Oxfam, Dfid, SAT, USAID and HIVOS. AGS financing is a small proportion of the total external support.

MONASO described its relationship with the Government as more open than before and also believe that many policy changes are as a result of their advocacy work. One example mentioned was the law protecting people with HIV/AIDS, which is now tabled in Parliament, and the implementation work carried out by its members in the provinces, which has resulted in an increase in cases presented to court. A specific gender approach was commenced in 2006. AGS documentation and proposals show a directed support to women in the organisations.

MONASO values its partnership with AGS and describes it as "going beyond" the funding. The technical support is of great importance and MONASO feels they can always consult with AGS, and obtain a quick response. Despite MONASO not always getting things right they feel trusted by AGS.

4.2.1 Examples of results MONASO

- Increased numbers of certified trainers
- Prevalence of HIV in Cuamba decreased from 17% in 2004 to 11% in 2007 as a result of the methods
- Establishment of four district networks in the Nampula Province
- Improved coordination of active civil society organisations

- Improved capacity within MONASO to work as a network
- Improved capacity in MONASO's member organisations to develop project proposals and perform financial administration
- Publishing of an Information Booklet, which is said to have attracted more funding through spreading information on MONASO

AMODEFA (Associação Moçambicana de Desenvolvimento da Família, the Mozambican Association for Family Planning), was established in 1989 and has been supported by AGS since 2004. In 2006–2007 AMODEFA received AGS support of SEK 1 138 944. It is part of IPPF (International Planned Parenthood Federation) and is engaged in the area of sexual and reproductive health and HIV/AIDS. AMODEFA is a sister organisation to the Swedish RFSU. AGS has mainly been supporting AMODEFA on a provincial level at Cabo Delgado, Pemba, where they have cooperated with AGS within the AGS programme Public Health since 2004. In addition support has also been given to AMODEFA at its headquarters in Maputo. AGS support is mainly focused towards the establishment and organisation of the local branch, i.e. capacity building. An AGS advisor is stationed in Pemba. AGS is further financing education of AMODEFA activists in five districts in the northern part of Cabo Delgado. AMODEFA has participated in the AGS Method Development Programme regarding HIV/AIDS, sexuality and gender. (Note: AGS has cooperated with health authorities in Cabo Delgado since 1993.) The evaluation team went on a field mission to the Cabo Delgado Province to meet AMODEFA in Pemba.

AMODEFA objectives are to:

- Continue the decentralisation of training activities for health workers/activists in five districts in the northern part of the Cabo Delgado Province
- Contribute to improved access to primary healthcare regarding sexual and reproductive health

AMODEFA's main target groups are adolescents and youth, women of reproductive age, men, PLWHAs and their families, people vulnerable to STI/HIV/AIDS infection and OVCs. The main donors for AMODEFA's project implementation in 2007 were: IPPF, WHO, AGS, ANE, CNCS and WFO. The financial contribution from AGS is approximately 10%.

The first youth service clinic was set up by AMODEFA with the support of UNICEF. Government lobbying focuses on legalising abortion and allowing pregnant girls to attend day school. AMODEFA is a member organisation with a democratic structure. There are 33 staff at HQ and 600 volunteers.

Midwives and female initiation leaders are a target group of AMODEFA, as communicated from AMODEFA through AGS to Sida. This work is part of the general awareness, training and lobby work and not part of a specific gender component.

In 2005 it emerged that AMODEFA had organisational and economical difficulties. An interim board was founded with AGS representation. AGS also contributed from its OD fund to enable an audit. AGS is highly valued for this support and its ongoing contribution, technical assistance and OD. AGS plays a significant role as a partner compared to its limited financial contribution.

In 2007 AMODEFA planned to implement the following projects:

Adolescents and Youth

Youth and SRH – Investing in the Future

HIV/AIDS

Home-based care to PLWHAs in the Maputo and Matola Cities

Education for behavioural change in Zambezia

HIV/AIDS prevention and mitigation for road workers in Zambezia

Access

Continuous training and integrated services in Cabo Delgado

Access to quality FP/SRH services in the Maputo City and Maputo Province

Collaborative initiative of Safe Birth Kit in Gaza Province

Governance and Accreditation

Strengthening AMODEFA governance and leadership capacity

Strengthening AMODEFA institutional capacity building in programme and resource management

4.2.2 Examples of results AMODEFA

- Training of 12 community leaders in SSRH in Mocimboa da Praia and Palma
- Refresher courses for 24 activists in Pemba (sexual and reproductive health SSR and home health care)
- Monitoring and support given to previously trained health staff, activists and political leaders in all five districts. Bicycles procured for the activists.
- A course conducted on sexuality, gender equality and HIV/AIDS for 19 AMODEFA members
- An increase in clinic visits
- An increase in family planning (previously no space for women between birth)
- An increase in visits to health clinics to ask for family planning
- Women visit clinic for childcare and not only to give birth

AMEC (Associação moçambicana para educação comunitária, Mocambiquan Association for Community Education), works with micro credits on a provincial level in Cabo Delgado, Monte Puez.

The support is within the Local Economy and Livelihood AGS programme. AMEC received AGS support in 2006–2007 of SEK 229 000 SEK.

AMEC originates from the cooperation with AGS in the EKHURU programme and PEC, 2004. Since 2006 AGS has only supported the AMEC activities that focus on micro credits, which are trying to combat the high unemployment rate in Cabo Delgado.

AMEC is a member of FOCADE (NGO forum in Cabo Delgado) and MONASO and is solely financed by AGS.

The overall objective for AMEC is to:

- Strengthen civil society by providing support to income generating activities and thereby contributing to livelihood

AMEC's interventions aim to contribute to the development of communities through the promotion of democracy and social justice, and to contribute to a change in conditions at a social, economic and cultural level.

AMEC's target groups are people with very few, if any, resources. After an application of micro credit has been approved AMEC works closely with the groups and shows a degree of flexibility but also demands commitment and activity. One vision of AMEC is for more women get access to micro credits, and therefore women are deliberately targeted. There is an even spread between men and women among the groups receiving micro credits from AMEC. Apart from micro credits, AMEC is supporting the groups with training in financial administration and organisational development. According to AMEC, interest from micro credits will finance the lending in a couple of years.

AMEC is a small organisation. From project reporting and in discussions with AMEC and AGS they display a lot of capacity needs. Few members and activists have previous experience with associations and a lot of work is dependent on activists. This has been targeted as a priority in AGS project proposals in their support to AMEC. AMEC has taken part in the AGS training programme regarding organisation and capacity building, including finance administration and general knowledge of the rights and obligations of associations.

AMEC regards its support within capacity building and development from AGS as crucial and believes they can consult with AGS both formally and informally.

4.2.3 Examples of results AMEC

- In 2006, 24 groups were given credits (14 new) and in 2007, 30 credits (10 old 20 new)
- During 2006 60% paid back, this increased to 65% in 2007
- 65 individuals have received training regarding small-scale business and finance
- Groups that received a loan have improved their living conditions by producing more in their small-scale businesses
- Agricultural production has increased
- An increase in the number of women organising themselves and contributing to the sustenance of the family
- AMEC has improved its capacity and knowledge as an organisation

4.3 Effectiveness

The following responds to the questions in the order they are stipulated in the ToR.

AGS has shifted its focus from supporting government institutions to supporting the civil society. The process has resulted in new partnerships, as well as activities focusing on strengthening the organisations and target groups, leading to capacity development towards self improved living conditions and increased empowerment. This is believed to be in line with AGS's own objectives on a national level and in line with the Sida SEKA overall objective. It is also considered effective because:

- The three assessed partners and AGS have expressed that planning, implementation and follow up is carried out with consultation from AGS to its partners and consultation from the partners to AGS. This is also documented in the reporting from AGS. The evaluation team believes that the close partnership allows for mutual feedback regarding strategies, methods, means and goals towards the achievement of results. This is deemed as effective and contributing to SEKA's overall objective. The activities of the partners are furthermore focused at a grass roots level to strengthen and enable poor people to improve their living conditions.
- The enhanced capacity of AMOFEFA, MONASO and AMEC has led to an increased ability to support their member organisations, which in turn has led to an increased capacity of work with

enhanced targeted activities. Examples of results include: access to community leaders, cooperation with female initiation leaders, increased visits to health clinics, and increased requests for family planning by young girls, women and mothers.

- More people are aware of their legal rights with regard to HIV/AIDS, and claiming these rights are believed to be in line with the objectives of AGS. It is too soon to determine if alternative partners would have been more effective in order for AGS to reach their goals, as the civil society partnership is still young. NGOs in Mozambique are still comparatively weak and the evaluation team believes it's a good strategy to choose relatively strong partners with the capacity to reach out and achieve results.

4.4 Relevance

The following responds to the questions in the order they are stipulated in the ToR.

The evaluation team assesses the AGS program to be relevant in the local context:

- Mozambique is struggling to deal adequately with hunger, education, gender, HIV/AIDS, water and sustainable development. The HIV/AIDS epidemic has infected around 16 percent of the population. This has an impact on all aspects of society, particularly healthcare, which is woefully inadequate. For example, according to UNDP figures, there are only three doctors per 100 000 population and more than 50% of babies are delivered in the absence of trained medical staff. Poverty is still predominantly a rural phenomenon according to IFAD (International Fund for Agricultural Development). AGS partners' objectives and programmes are in line with these needs and their project work is implemented in the rural areas.
- The three partners assessed believe that stakeholders, e.g. community leaders, midwives and initiation leaders, have significant influence and power to bring about change in local society. Community leaders are therefore targeted using specific and participatory methods. Results and documentation reviewed show a change in people's behaviour as a result of targeted efforts: more people are claiming their legal rights in regards of HIV/AIDS policies and there has been an increase in visits to health clinics and requests for family planning etc, since these community leaders were involved.
- Government stakeholders are primarily represented via the National Aids Council and Ministry of Health. As far as the evaluation team has been able to assess, through interviews and documentation, there is an involvement from both parties. The NGOs play the role of civil society and could be said to partly implement the work of the Government. This is still considered relevant in a society where the needs and gaps wildly exceed the capacity of the Government.

4.5 Sustainability

The following answers the questions in the order they are stipulated in the ToR.

- The added value assessed in the cooperation between AGS and their partners is the uniqueness of a true partnership in addition to the funding that allows for trial and error, close dialogue within areas of concern, flexibility and a high level of trust. This has been described by target groups, the partners themselves, external evaluators and external stakeholders.
- The question of the probability of sustainability is addressed, including long-term benefits, through the assessment of capacity development. Capacity development goes to the heart of creating sustainable local ownership in change and reform. If projects aim to improve the ability of individuals, organisations and society to perform functions, solve problems and achieve goals through projects designed in a way that is deemed to promote institutional development and capacity, sustainability is enhanced.

- One significant approach to increase the probability for sustainability is to focus on capacity development. AGS may be said to put an emphasis on capacity development and ownership in all programmes, projects assessed, and in cooperation with their local partners.

The process of finding strategic partners and slowly establishing common ground that can proceed into a partnership is considered to enhance the probability of sustainability.

- AGS contributes to the strengthening of its partners in several ways, for example through designed project components, through which AGS provides requested technical assistance to its partners, by being an accessible and present discussion partner during ongoing implementation and by facilitating the use of external consultants to assist in capacity development of the organisations. In MONASO and AMODEFA AGS has chosen two relatively strong NGOs. The financial support from AGS to these organisations, in absolute terms, is less compared to other donors. The strengthening of these organisations' own capacity contributes to a sustainable long-term effect.
- AMEC is a far more vulnerable organisation and is still largely dependent on both capacity development and funding from AGS. It is deemed possible, but not certain, that if capacity development is enhanced within AMEC, the organisation will further support its groups of micro credit recipients. If in a couple of years, as envisaged, the interest from the credits can finance new credits, the development interventions will probably be sustainable.
- The added value of the cooperation between AGS and their partners is believed to be the uniqueness of a true partnership in addition to the funding, which allows for trial and error, close dialogue within areas of concern, flexibility and a high level of trust. This has been described by target groups, the partners themselves and external stakeholders.
- The question of the probability of sustainability is addressed, including long-term benefits, through the assessment of capacity development. Capacity development goes to the heart of creating sustainable local ownership in change and reform. If projects aim to improve the ability of individuals, organisations and society to perform functions, solve problems and achieve goals through projects designed in a way that is deemed to promote institutional development and capacity, sustainability is enhanced.

4.6 Impact

The following responds to the questions in the order they are stipulated in the ToR.

- The probable impact is deemed to vary on both an AGS programme level and the projects funded by AGS. However, there is a visible awareness, engagement and empowerment among the groups of people and individuals that are targeted through the development interventions. This is noted in the results described above. This is believed to be in line with the programmes of AGS, as stipulated in their overall objectives.
- It is further in line with the partners' objectives (see above on respective organisations' objectives). The objectives of AGS, the partners and partners' partners are interlinked, with results that are deemed to have an impact in relation to the fulfilment of AGS's overall objectives.
- Examples of possible positive effects are people's increased potential for development through means of self-generating incomes, improving living standards and access to health care. Sustaining and institutionalising these effects has called for vast requirements of capacity building and organisational development, which will require further intervention. AGS and partners are aware of this and have made it a priority. The evaluation team believes this shows the adaptability and capacity of both AGS and its partners.

4.7 Efficiency

There is no specific question in the ToR relating to efficiency, however it is interrelated with the other key areas of the evaluation. The assessment made shows efficiency on general terms but an in depth analysis has not been carried out.

In proportion to the AGS funding to MONASO in 2006–2007 of SEK 700 000, AGS support to AMODEFA in 2006–2007 of SEK 735 000 and AGS funding to AMEC in 2006–2007 of SEK 229 000, and in relation to outcomes, results and impact, as described above, the intervention is deemed efficient. It is believed that less resources would have had a negative impact on the quality and quantity of results. All partners assessed use non-cost human resources in their development interventions, which are planned from the start.

It is unlikely that an altogether different type of intervention would have solved the same development problem at a lower cost. The relatively high competence and capacities among the NGOs in identifying what is relevant and more so in their capacity to continuously develop and learn makes them suitable for this kind of development support. It is therefore assumed that they are efficient in prioritisation and economising.

5 Conclusions and Recommendations

5.1 Conclusions

1. A general conclusion is that when assessing AGS at headquarters and in South Africa and Mozambique, planning and steering documents containing objectives and results for the development cooperation (e.g. as expressed in documents when formulating the project idea/project application, implementation, reporting and follow-up), the multitude and levels of objectives do not provide for an accessible overview when assessing fulfilment of objectives (*how* are results achieved).
2. The follow up of objectives and results is hampered by the lack of uniform terminology in reporting. A comprehensive project planning, monitoring and evaluation (PME) system is lacking.
3. Objectives are to a large extent believed to be fulfilled and results achieved (South Africa and Mozambique) in the cooperation AGS programmes and AGS partners' projects. Despite a lack of clarity in documentation regarding terminology and the unclear hierarchy of objectives, it is assessed that AGS and its cooperation with strategic partners manage to achieve results. The above-mentioned shortcomings regarding objectives and coherence appear to be balanced by the flexibility in the cooperation and the long and close cooperation with local partners.
4. Significant in the cooperation between AGS and their partners is the fact that there is close cooperation and dialogue. This cooperation allows for adjustments during implementation, which are assessed to contribute to the fulfilment of objectives and achieving results. Furthermore AGS reports, partners' reports, interviews with partners, stakeholders and governmental representatives and project visits substantiate the view that objectives are fulfilled and results achieved.
5. The assessment of aggregated results from project level *contributing to the overall objective* has been an assessment of *probabilities of contribution*. The AGS development intervention has the potential to contribute to the strengthening of civil society and poverty reduction due to the *grass root level they target and selection of partner organisations* through which the cooperation is undertaken.

6. The conclusion from the assessment is that the development interventions in South Africa and Mozambique are consistent with the priorities and needs of the main beneficiaries. AGS cooperate with partners that are acknowledged organisations within their subject matter areas and relevant in the local context. A participatory approach is applied throughout the projects, and the interventions are believed to be relevant within the framework of the countries' (South Africa and Mozambique) own priorities, strategies, policies etc. There is an exception with regard to HIV/AIDS policies in SA.
7. All assessed organisations express appreciation of AGS as a partner. The long term, participatory cooperation is valued in many respects. Specific factors that are believed to add value are: the partnership, shared overall views and goals, the pronounced capacity development components and methods regarding gender and HIV/AIDS mainstreaming.
8. Regarding AGS and their partners it is concluded that through working with relevant programmes/projects with strategic partners AGS has enhanced sustainability. Working locally and closely with their partners in needs based interventions is deemed to promote ownership and contribute to sustainability.
9. Overall it may be deemed that the AGS approach and methods chosen for the cooperation towards capacity development contribute to sustainability. The further development of and contribution to the partner organisations' capacities and capabilities is an important strength of the AGS interventions. AGS contributes to the strengthening of its partners in several ways, e.g. through designed project components, by providing various technical assistance requested from partners, by being an accessible and present discussion partner during ongoing implementation and by facilitating the use of external consultants to assist in capacity development of the organisations.

5.2 Suggestions and Recommendations

1. AGS should consider developing a comprehensive project planning, monitoring and evaluation (PME) system applicable to all its operations. It is further advised to adopt a concise use of terminology that is preferably consistent with the DAC OECD glossary. Uniform training to all those involved in projects related to AGS is required.
2. Before embarking on new projects and programme areas it is advised to determine and establish baseline information.
3. Gender is mainstreamed for many organisations. However in order to clarify the work being carried and its impact we recommend more explicit documentation in this regard, perhaps with gender-specific indicators for monitoring and evaluation in the specific focus areas.
4. The evaluation team believes there is a de facto uniqueness in the partnership relationship, which contributes to the relevance, fulfilment of objectives and achieving results, as described above. AGS's strategy of choosing relatively strong and potential partners is believed partly to contribute to this unique relationship. It is therefore recommended to continue this approach but to also allow for weaker organisations as partners when deemed beneficial.

Appendix 1 Terms of Reference

For an evaluation of Sida's support to the Africa groups of Sweden's development cooperation

1 Background

A considerable part of Swedish development cooperation is channelled through Non-Governmental Organisations (NGOs). At present the Division for cooperation with NGOs (SEKA EO) within the Swedish International Development Cooperation Agency (Sida), contributes funds to Swedish organisations and their cooperation partners in over hundred countries worldwide. During the last years, disbursements from Sida to Swedish NGOs for development cooperation have annually exceeded 1,200,000,000 SEK.

In order to streamline the administration and assessment procedures for project proposals, Sida has introduced a system of Framework Agreements with the Swedish NGOs, at the moment this entails fourteen organisations. The agreements are based on procedures; principles and criteria laid down in Sida's Conditions and Guidelines for NGO support. As part of the Framework Agreement Sida allocates funds on a multi-year basis to the organisations. These allocations normally do not exceed 90% of the total project costs.

The goal of Sida's NGO cooperation is strengthening of civil societies. Since a considerable part of Swedish development cooperation is channelled via Swedish NGOs, it is of growing interest to assert the degree to which Swedish NGO development cooperation contributed to the overall objective of SEKA EO, i.e. to the strengthening of a dynamic and democratic civil society in partner countries as well as strengthening human rights. Furthermore, Sida's overall objective is to help create conditions that will enable the poor to improve their lives.

The fourteen Framework organisations are either operative organisations with partners in the developing countries or so called umbrella organisations⁵. The umbrella organisations channel support through other Swedish NGOs to the cooperation they have with local partners.

Africa Groups of Sweden is one of the framework organisations that work in co-operation with Sida. A Framework Agreement between Sida and Africa Groups of Sweden is valid to 30 December 2008. During the financial year 2008, Save the Children Sweden's Framework Agreement with SEKA EO amounts to SEK 40 200 000.

This evaluation is part of the general follow up of programmes supported by Swedish NGOs co-financed by SEKA EO and is as such an important part of the dialogue between Sida and the Framework organisations.

2 Purpose and Scope of the Evaluation

The overall purpose of the Evaluation is to assess if Africa Groups of Sweden (AG) development cooperation contributes to the SEKA EO objective of strengthening the civil society and enabling poor people to improve their living conditions.

⁵ SEKA EO support 6 umbrella organisations: Forum Syd, LO/TCO Council of International Trade Union Cooperation, Olof Palme International Centre, The Swedish Pentecostal Mission/PMU, Swedish Organisations' of Disabled Persons International Aid Association & Swedish Mission Council. 8 operative Framework organisations: Africa Groups of Sweden, Diakonia, Swedish Cooperative Centre, Plan Sweden, Swedish Society for Nature Conservation, Save the Children, Church of Sweden & Training for Development Assistance/UBV. Additionally, Sida also has a frame organisations for Humanitarian Assistance: the Swedish Red Cross.

The specific objective is to evaluate the effectiveness, impact, relevance, sustainability and efficiency of the AG's programmes financed via support from SEKA EO.⁶ In this evaluation emphasis should be put on examining effectiveness, relevance and sustainability, although all the five areas mentioned interrelate. Effectiveness in regards to if AG and their partners contribution to the SEKA EO goal as well as their own goals. Relevance is a matter of the extent to which the objectives of AG address the priorities for the stakeholders (target groups), conform to relevant policies, and in particular the SEKA EO goal. Sustainability concerns the continuation of development effects after the completion of a particular support. Impact, in the sense of long term development effects, is of less concern in this evaluation, although negative and positive (intended or unintended) may be of interest to document or comment on. Efficiency can be assessed, but not merely in strict economic terms, but also in relation to the selection of partners, the partnership model and its added value to AG. The selected programmes reviewed should constitute a representation of the programmes supported.

Moreover, the evaluation should serve as a learning tool for both AG and SEKA EO, as well as an instrument for Sida's overall assessment of AG. It should suggest improvements for the AG concerning planning, implementation and monitoring of their development cooperation. As well as contribute to the learning of good methods and examples for strengthening civil society that might emerge during the evaluation.

3 The Assignment

The evaluation should cover a representation of AG's current operations and its partners (may also include operations terminated during the last year). The evaluation should also address the following questions:

a) *What is the Effectiveness of AG's partners' in terms of SEKA's overall objective?*⁷

Assessment of the effectiveness of AG's partners' work is in relation to the SEKA overall objective. A particular concern is to what extent the strategies, methods and goal chosen by AG contribute to SEKA's overall objective. The implementation work of the local partners should be investigated including an assessment of the relationship between AG and its partners and with other stakeholders. This analysis should, in turn, give an input into an assessment of the results and impact of programmes/projects funded by AG, in relation to the level of fulfilment of AG's overall objectives. It is important to examine the whole sequence – i.e. the effectiveness of partners in relation to their partners and if there are also intermediary partners (or global ones). Also assess if the goals could be reached through alternative means or partners.

b) *What is the Relevance of AG's partners' programmes in the local context?*

Assessment of AG's partners' relevance considering sectors, stakeholders⁸ and areas of operation in relation to the problems identified. Furthermore, addressing the relevance of the partners' work in the local context is of importance. Could there for instance be target groups or areas of support that are neglected and ought to be given higher priority in the programmes? What role does AG partner play in their local civil society and how does it coordinate its work with other actors at different levels in society. What is the added value of this specific cooperation?

⁶ Sida's Evaluation Manual 2nd revised edition 2007 should be used for definition of each term.

⁷ Contributing to the development of a dynamic and democratic civil society and strengthening and enable poor people to improve their living conditions

⁸ Who are the stakeholders? How do stakeholders participate? Are participatory methods used in planning and implementing of programmes?

c) *What is the Sustainability of AG's programmes?*

After the cessation of support is there a continuation and longevity with respect to the development effects resulting from the intervention? Of special interest is to assess the value added of the present model of partnerships between AG and its partners.

4 Methodology, Evaluation Team and Time Schedule

The evaluation has been commissioned by Sida, the Division for cooperation with NGOs, (SEKA EO). A Steering group consisting of the Head of SEKA EO, a representative from Sida's Evaluation Department as well as the programme officer from SEKA EO will approve the inception report as well as the draft report. A reference group with representatives from SEKA EO as well as the AG will be of access to the Consultant through out the evaluation process. The programme officer at Sida responsible for the evaluation is Helena Bådagård.

4.1 Evaluation process

The selected Consultant is asked to begin the assignment by preparing an *inception report* not exceeding 3 pages elaborating on the basic design and plan for the evaluation. The consultant should submit suggestions and criteria for selection of countries/partners to be assessed. The inception report shall be approved by SEKA EO within ten working days.

The Consultant shall evaluate relevant background documentation that will be provided by AG or Sida, as well as examine a sample of partner organisations and projects in at least two countries. Any studies that recently have been undertaken in regard to AG, as well as the principal steering document for Sida's cooperation with NGOs should be used as background material⁹.

The partner organisations and projects shall be selected in order to ensure a reliable and representative basis for the purpose of this evaluation. The locations and/or organisations to be visited shall be determined in dialogue with Sida and AG.

During the evaluation process the consultant has to give relevant feedback on and discuss the initial observations/findings with the partner organisations i.e. included in the visits to the selected countries. Furthermore, before leaving a country visited the consultants should carry out a debriefing with partner organisations and when relevant with staff of the Swedish NGO or Embassy present.

A *draft report* will be submitted to Helena Bådagård (SEKA EO) both by mail and in ten hard copies. SEKA EO will disseminate the draft to the Steering Committee and the reference group in order for them to be given the opportunity to comment and correct any factual errors.

4.2 Method

The evaluation should be carried out in adherence to Sida's Evaluation Manual 2nd revised edition 2007 and to Dac's Evaluation Quality Standards. The analysis is expected to include a study of relevant documentation, e.g. documents in Sweden of applications and assessment memos and descriptions of organisations. Interviews will be done with 8 -10 local partners of AG and their branches. Selection of partners to assess will be done by the consultant in dialogue with Sida and AG.

SEKA EO considers that the evaluation team focus on lessons learnt and to the degree possible reaching the conclusions and recommendation in close dialogue with the AG and the selected partners to emphasise the participatory learning process.

⁹ "Sida's Guidelines for support to development programmes of Swedish NGOs (2007) "Perspectives on Poverty (2002)" and "Sida's policy for Civil Society" (2004) and any other document that might be of relevance.

The evaluation requires an overview of the objectives, purpose, plans and priorities of AG and the selected partners. It also involves an overview of the implemented programmes and projects of the selected partners. The assessment of the value added of the partnership should include an overview on the activities of AG that was done as part of the partnership, and the extent to which the partner perceived the partnership as relevant. Information on the programmes and projects may be found in SEKA EO database www.sida.se/ngodatabase

In order to assess the relevance in terms of civil society needs and priorities a review of secondary sources of information has to be undertaken. This might include the context analysis of the partners, study of the poverty reduction strategy paper of the country and alternative papers and persons well informed of the function and roles of civil society in the country. It could also include other types of reviews and research. It is also important to contact and if relevant interview personnel, at Swedish Embassies.

An obvious problem with any evaluation of this type is that a major source of information comes from the partner organisations themselves. Hence, the consultants should, to the largest extent possible, try to get “second opinions” from other informants less at stake in the present partnership, or in other ways can add a different perspective. These informants might include other NGOs, community leaders, journalists, researchers, or whomever most suitable.

Furthermore, the consultants are required to have a transparent discussion, for each of their main conclusion, on the type of sources they were able to use, the extent by the informant could be considered to have a stake in the issues, the extent by which they were able to corroborate or triangulate the conclusion by other sources with a different perspective or stake, or if they have any alternative explanation of their observations.

4.3 The Consultant and composition of team

The Consultants assigned to carry out the evaluation are called off from the “Framework agreement for Consulting Services in relation to Civil Society” with the regard to services of evaluations/developments of methods, March 2007.

The Consultant should seek to use a participatory approach and if possible to have a gender balanced team. The Team Leader should have thorough experience of Swedish Development Cooperation including civil society issues as well as documented experience of conducting evaluations.

The team should include:

- appropriate knowledge about civil society contexts (e.g. perhaps use national or regional consultants with relevant experience of evaluating civil society)
- experience of gender issues
- environmental knowledge
- management and organisational skills.

The bid should include criteria's of selection as well as suggestions of what countries/programmes to include in the evaluation.

4.4 Time Schedule

The time needed for the assignment is estimated to a maximum of 12 person weeks, including the time required to prepare the inception report and including time for completing the report and a presentation at a seminar of the draft report.

5 Reporting and Timing

The evaluation shall be started no later than the 2008-04-15. An inception report shall be presented no later than 2008-05-10 which Sida should approve within ten days. A *draft* of the full report shall be presented to Sida's NGO Division for consideration, not later than the 2008-08-15. Sida and AG will comment the draft report within fifteen working days, after which the Consultant shall prepare the *final report* within ten working days.

When the draft report has been submitted the consultants will present the report at a seminar at Sida, Stockholm.

The report must include a presentation of the process in drawing up the evaluation design and choosing methodology. It shall also list all contributors to the evaluation (excepting those that have opted for anonymity).

The final report should be delivered by the Consultant to Sida's NGO Division within two weeks after received comments. The final report shall not exceed 50 pages excluding Annexes and be submitted electronically and in 10 (ten) hardcopies.

The report shall be written in English. The final report must be presented in a way that enables publication without further editing, which includes having been professionally proof read. The format and outline of the report shall therefore follow, as closely as is feasible, the guidelines in Sida Evaluation Manual – a Standardised Format. The evaluation shall be written in programme Word 6.0 or later version as attached file and copy on CD. Subject to decision by Sida, the report might be published in the series *Sida Evaluation*.

6 Other

Sida's strategy for the internal development of capacities implies that Sida and AG personnel should have a possibility to participate in the ongoing work of the Consultant when appropriate.

7 Specification of Requirements

Sida will, after evaluating the call-off proposals using the criteria specified below, decide upon which call-off proposal is most suited for the assignment. Sida will then make a decision and sign the call-off orders under the "Framework agreement for Consulting Services in Relation to Civil Society" with the regard to services of evaluations/developments of methods, March 2007.

The call-off proposal shall present the following information: How and when the assignment is to be done;

- The working methods employed in order to complete the assignment and secure the quality of the completed work; use a participatory approach and if possible a gender based team including local consultants;
- State the total cost of the assignment, specified as fee per hour for each category of personnel, any reimbursable costs, any other costs and any discounts (all types of costs in SEK and exclusive of VAT);
- A proposal for time and working schedules according to the Assignment, including suggestions and criteria for selecting countries/programmes to be examined;

The consultant should be able to sign the call-off order no later than the 2008-04-01.

Appendix 2 Inception Report

1. Background

In March 2008, Sida requested assistance to carry out an evaluation of Sida's support to the Africa Groups of Sweden (AGS) development cooperation. After invitation to tender, a contract for the services was awarded to the Swedish Institute for Public Administration (SIPU International AB) on the 2nd April 2008 for the services of Ms. Pia Sassarsson Cameron as Consultant and Team Leader and Ms. Johanna Strandh as Senior Consultant. Ms. Johanna Strandh replaced Ms. Maria Lundberg due to family reasons. (Approved by Sida 2008-05-06.)

The evaluation will be undertaken through a desk study of available documentation and through two field visits, of the duration of one week each, to the selected cooperating countries in accordance with the ToR. The consultants will further participate in the AGS meeting in June where all the country coordinators and other staff and AGS home office meet.

This inception report is prepared at the start of the assignment in accordance with the conditions posed by Sida in the Terms of Reference (ToR). The purpose of the inception report is to, according to the ToR, in three pages present the basic design and working plan for the assignment.

The inception report is also taking into consideration new facts that have been presented to the consultants' team by Sida after the tender process, namely that the timelines and defined periods for the execution of the evaluation as specified in the request for tender (the ToR) was not applicable.

Through the determined efforts and good will of both consultants, AGS and AGS's partners, a constructive way forward has been found (see further below regarding time table).

To avoid delays caused by the anticipated timelines in the ToR, a swift process onward in close collaboration with AGS and in consultation with Sida/SEKA, has been necessary for logistic reasons. After Sida's approval, the selected countries for field visits are confirmed to be South Africa and Mozambique. The project /partner selection in South Africa has been made due to the fact that the field visit to South Africa is being carried out between May 24th–June 1st. A tentative project/partner selection regarding Mozambique is presented below.

2. Overall Methodological Approach

The overall purpose of the evaluation is, according to the ToR, to assess if the AGS development cooperation contributes to the SEKA EO objective of strengthening the civil society and enabling poor people to improve their living conditions.

The terms of reference of the assignment calls for the consultancy team to evaluate *effectiveness, impact, relevance, sustainability* and *efficiency* of the AGS programmes. These factors are all inter-connected and should be addressed as such in the final evaluation report. Furthermore the ToR stipulates regarding the terminology, and in relation to what level the assessment shall be done. "Regarding *effectiveness* the assessment shall be executed in regards to if AGS and their partners contributed *to the SEKA EO goal as well as their own goals*" (i.e. AGS and partners' overall goal). "Relevance is a matter of the extent to which the objectives of AGS address the priorities for the stakeholders (target groups), conform to relevant policies, and in particular the SEKA EO goal. *Sustainability* concerns the continuation of development effects after the completion of a particular support. *Impact*, in the sense of long-term development effects, is of less concern in this evaluation, although negative and positive (intended or unintended) may be of interest to document or comment on. *Efficiency* can be assessed, but not merely in strict

economic terms, but also in relation to the selection of partners, the partnership model and its added value to AGS.”

Hence, the higher order of objectives are referred to, namely the *goals*:

- The SEKA EO goal is “Contributing to the development of a dynamic and democratic civil society and strengthening and enabling poor people to improve their living conditions”
- The AGS goal is to contribute to Democracy and the right to Self Determination.
- Partners Goals

Accordingly, the focus is the overall cooperation between AGS and the partners in relation to effectiveness, relevance and sustainability, and several sources or types of information will be used to undertake and substantiate the assessment. Simply put, questions like for example, how does the partner cooperation work, what benefit, advantage does the cooperation with AGS and partners bring the parties in particular, and generally the civil society, how does the cooperation place itself in a wider country context (policies and strategies, other actors etc.)? See further the evaluation questions as formulated in the ToR and below in section three.

A report based on a detailed Log Frame (LFA) matrix exercise regarding all project activities of a partner and/or partners partner etc., is not how we have understood the ToR. (However, examples from project activities in terms of formulated project objectives and possible results will be given.) A current overview of AGS and the selected partners’ project portfolios receiving Sida finance will further be undertaken.

In relation to effectiveness, a particular concern expressed in the ToR is to what extent the strategies, methods and goal chosen by AGS contribute to the SEKA overall goal. The effectiveness of AGS partners’ work in terms of contributing to the SEKA’s EO goal shall be evaluated. Country specific, relevant samples of partners’ programmes/projects shall be assessed and are included in the field visits (including the national partners, local partners and stakeholders) to provide input into the assessment of achievement of the overall goal of SEKA and AGS. On a lower level of objectives, sample project activities will be assessed to provide information and examples of the overall achievements.

In relation to relevance an assessment of AGS partners’ relevance considering sectors, stakeholders and areas of operation in relation to the problems identified, will be undertaken.

Regarding sustainability, particular attention is suggested to be given to the present model of partnerships, which is being implemented.

Like all evaluations, the availability of documentation and other data is essential. Access to primary data is crucial. An evaluation based solely on secondary data runs the risk of affecting the compatibility of sample data and as such affect the overall result in an unintended direction.

The ToR does not stipulate specific requirements regarding the time period over which the evaluation shall focus, apart from “current” (see page 2) and that it may also include operations terminated last year. The questions posed in the ToR, however, benefit from applying a varied approach towards the time period. In regards to AGS produced documents verksamhetsplan/operationell plan/strategisk plan, ansökan till Sida, halvårsrapporter) evaluation will concentrate on 2006–2007, and where documents exist, 2008. Regarding the AGS partners’ strategic documentation defining goals etc., and their project plans and subsequent reporting regarding the cooperation with AGS, the same period 2006–2007 will apply.

However when it comes to issues of methods development, capacity development in relation to the partnership between AGS and their partners, such a restricted time frame would probably not give a

fair picture of the working relationship between AGS and AGS partners. Several of the current cooperating partners have a long history with AGS and the cooperation has evolved over time. So when justified and feasible, this aspect of the evaluation will not be restrained by the same time period.

3. Evaluation Questions in the ToR and Specific Methodological Approach

3.1 Regarding method and approach, basic design and plan

As per instruction in the ToR, the evaluation will base its interpretation and findings on the approach, method and terminology Sida's Evaluation Manual, Looking Back, Moving Forward, 2nd revised edition 2007.

Evaluation questions to be addressed are formulated in the ToR, section 3 "The assignment" and grouped under three headings, namely a) What is the effectiveness of AGS's partners in term of SEKA's overall objective? b) "What is the relevance of AG's partners' programmes in the local context?; and c) What is the sustainability of AG's programmes? Each heading, a–c, also specifies further sub questions.

Section 4 in the ToR, further spells out the process and method. The assignment further requires an inception report, which according to the ToR should not exceed three pages. To meet Sida's request for a more developed text, the inception report has been extended well over and above the prescribed three pages.

A factor that sets the outer parameters regarding designing a feasible method and approach, is the total time available for the execution of the whole assignment: 12 weeks including two field trips.

It is also important to point out beforehand that from AGS's large number of projects, partners and countries of operation, only a sample, (as indicated in the ToR) is allowed to be studied in the evaluation, for reasons of time frames, budget frames and the limitation of two country visits.

The study will be performed through an analysis of available AGS and Sida documentation, as well as the selected partners documentation, interviews with AGS staff, interviews with AGS partners in the respective country and other stakeholders. The selected partners and their cooperating partners are widely geographically spread in the provinces, both in South Africa and Mozambique. In South Africa, the AGS office is situated in East London and in Mozambique, Maputo. Extensive local travel within both countries to reach partners and stakeholders will be undertaken.

We have further been provided with the opportunity to participate when AGS HQ gathers all country coordinators and other staff for a meeting in Stockholm in June. This presents a unique opportunity to access all country coordinators at the same time, and to meet the South Africa Coordinator again after the execution of the field visit, and to meet the Mozambique Coordinator before the planned field visit in August.

Further information, triangulation and interviews will be held with government officials (district council etc), academic researchers and possibly others.

Previous studies, evaluations and assessments can provide background and information.

Taking this into account and to answer the specific questions from the ToR, SIPU International proposes the following specific methodological approach (regarding choice of countries and projects, see below).

3.2 Evaluation questions as formulated in the ToR

Please find below the interpretation of the evaluation questions and proposal on basic operational design regarding the implementation of the assignment.

a) *Regarding Effectiveness*

“What is the effectiveness of AGS’s partners in terms of SEKA’s overall objective (contributing to the development of a dynamic and democratic civil society and strengthening and enabling poor people to improve their living conditions)?”
(See ToR p2)

The definition of effectiveness to be applied is in accordance with the stipulations in the ToR (see terminology Sida’s Evaluation Manual, Looking Back, Moving Forward, 2nd revised edition 2007):

“The extent to which the development intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance. Note: also used as an aggregate measure (or judgement about) the merit or worth of an activity.”

To address this question, the consultancy team will at selected AGS partners and partners’ partners (if applicable), and when possible and available at stakeholder level in a sample of Sida/SEKA financed projects, look at overall design and set up of the cooperation between AGS and their partners, and formulation of overall objectives of interventions and assess them in relation to the SEKA EO goal. A few examples of specific project objectives in selected projects in South Africa and Mozambique on activity level and possible demonstrated results will be given to provide input into the overall assessment of contribution to the SEKA goal. Accordingly examples of the exact formulation of specific project objectives (and a description and comments on by whom and how it was done, process of formulation and whether baseline information was available etc), project activities and indicators and when reported, will be project results assessed during the evaluation. The achieved, reported results will be assessed and related to the stated objectives regarding the chosen project (overall project objective, specific project objective). Furthermore, assessment to what extent reported results contribute to the SEKA overall objective of contributing to the development of a dynamic and democratic civil society and strengthening and enabling poor people to improve their living conditions, will be undertaken.

The AGS technical input and support to the partner during project preparation and implementation of interventions should be clarified and assessed.

Alternative strategies and means of contribution to the overarching SEKA goal in comparison with the contribution through AGS and AGS partner interventions, will, to the extent possible be assessed.

b) *Regarding Impact*

No particular question is formulated in the ToR, and the ToR states that impact is of less concern in this evaluation. (See ToR p2)

The definition of impact to be applied is “positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.”

The evaluation team will try to assess possible contributions to overall effects deemed to be brought about through interventions in selected projects. Impact assessment is however complicated in many respects, amongst others in relation to attribution. The timeframe for the incumbent assignment further defines limitations in this respect.

c) *Regarding Relevance*

“What is the relevance of AGS partners’ programmes in the local context?” (See ToR p3)

The definition of relevance to be applied is in accordance with the stipulations in the ToR. “The extent to which the objectives of a development intervention are consistent with the beneficiaries’¹⁰ requirements, countries’ needs, global priorities and partners’ and donors’ policies.”

The evaluation will direct its focus on the perspectives on the AGS partners’ programmes, their partners or other set up for implementation of the programme (implementation through for example partners network, trust funds, student organisations etc). The question of identifying stakeholders (see ToR p3) and the stakeholders’ role, involvement and participation will be looked into. The application of participatory methods will be examined in the selected partners’ programmes. Hence, when addressing the relevance of the AGS partners’ work, needs, policies, effective priorities, participation and methods will be of special concern.

When studying the *relevance* of the programmes, the team will analyse the overall goal and main objectives *per se*, i.e. related to the policy and guidelines of Sida, as well as the view point of the main beneficiaries to see whether the goals are useful and appropriate from their perspective. Does it match the needs and priorities of the target group, both women and men? Did they participate in the formulation of the programme? How? This implies that we look at the goal formulation in relation to the context and condition of operation, meaning that attention will be paid to, for example, the social and political environment surrounding the developmental intervention.

d) *Regarding Sustainability*

“What is the sustainability of AGS programmes?” (See ToR p3)

The definition of sustainability to be applied is in accordance with the stipulations in the ToR.

“The continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long term benefits. The resilience to risk of the net benefit flow over time.”

The evaluation will on a general level attempt to assess AGS partners’ interventions in regards to their priorities, ownership, institutional and cultural factors, technological factors, environmental factors, financial factors, management and organisation and possible exit strategies and AGS’s approach and involvement in this. Further attention will be given to whether AGS has a model or special approach for sustainability. Structures and methods etc. that might increase the probability of sustainable development will be of interest.

3.3 Efficiency

No particular question is formulated in the ToR.

The definition of effectiveness to be applied is in accordance with the stipulations in the ToR.

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

The ToR stipulates that this should be assessed “not merely in strict economic terms, but also in relation to the selection of partners, the partnership model and its added value to AGS.”

The selection process and model for cooperation will hence be assessed.

Optimal to evaluating the efficiency would be to see if the values of the interventions are greater than

¹⁰ Beneficiaries = individuals, groups, or organisations, whether targeted or not, that benefit, directly or indirectly from the development cooperation. Stakeholder definition is synonymous

the value of any alternative use of the resources. Due to the very strict time frames during the field trips the team will be unable to get a comprehensive view of this matter. A capacity study of each partner organisation or AGS is not intended, nor possible within the framework of this assignment. Nevertheless, when possible, an effort will be made to assess overall the interventions studied in this regard, and generally comment on the proportion of the anticipated value of the results to the value of the resources used to produce them.

4. Choice of Countries and Projects

The request for tender required the tenderer to submit criteria for selection (see p5) in the tender. Selection criteria as presented below were accordingly submitted in the tender. The overall criteria has been used as a general selection tool and basis for discussions with AGS and Sida regarding the process forward to a final selection.

AGS have 52 partners implementing organisations, and 53 projects to a total amount of SEK 37 222 200. An overall discussion with AGS HQ management and programme officers, and programme coordinators at field offices, and Sida took place. A balanced consideration of the entire AGS project portfolio, weighing in different factors have been applied. The goal is to establish a robust and workable method and approach, delivering the desired end product in accordance with the ToR within the available time for the assignment. The selection criteria presented in the tender evaluated by Sida have been applied and are as follows:

Selection criteria

- Volume in SEK indicating the biggest recipient/ implementing partners
- Volume regarding number of cooperation partners and projects in the country
- Availability of documentation (primary, secondary)
- Availability of implementing partners to AGS and availability of stakeholders/target groups (see ToR re: Real partnerships? Strengthening civil society?)
- Consideration of the entire project portfolio
- Probability of verification and triangulation of information regarding the projects through interviews and further collection of documentation in the country in question (see ToR Method, p4 re: “second opinions”)
- Particular reasons stated by Sida and/or AGS

4.1 Choice Procedure

1) First a tentative application of the general selection criteria weighing in overall considerations was made.

AGS have cooperation projects in five countries: 1) Angola, 2) Mozambique, 3) Namibia, 4) South Africa and 5) Zimbabwe.

Zimbabwe was disregarded due to the situation in the country, both security and work wise. Due to the fact that NGOs in Zimbabwe are unable to operate freely and independently, the work by AGS in Zimbabwe is therefore regarded as non-representative of their usual operation. That left four countries to choose from for the two field visits, namely Angola, Namibia, Mozambique and South Africa. After some discussion it was concluded that since Sida recently undertook a field visit to AGS operations in Angola, Angola would be excluded from field visits.

So finally after studying the project portfolio and discussions with AGS HQ, the AGS country coordinators and Sida, South Africa and Mozambique were chosen for the evaluation and field visits. By choosing South Africa and Mozambique, there is an interesting and relevant contrast between a history of mainly working with/through the state, as in the case of Mozambique, in contrast to South Africa where AGS cooperation has always and entirely been directed to the civil society. Over the last year AGS has shifted its cooperation and partners from government institutions to NGOs and the civil society in Mozambique. In addition some differences in work modalities (for extent of local representation, policy and locally developed strategy documents) and programme design between the two countries, is considered likely to provide useful input into the evaluation questions put forward in the ToR.

2) The second step was to test the tentative choice of countries against the evaluation questions as formulated in the ToR in terms of relevance and feasibility given the total time frame of 12 weeks for the execution of the assignment. The question of available documentation, availability of AGS partners, and partners' partners, geographical spread within the country and logistics, composition of the country specific project portfolio, possibilities of triangulation, overall assessment of AGS's four programme areas (portfolio content) in relation to the SEKA/EO overall goal to strengthen civil society and enabling poor people to improve their living conditions was considered.

The tentative choice of South Africa and Mozambique was deemed to be the final proposal. The selection was presented to Sida and consequently approved by Sida. The field visit to South Africa will take place on 24th May–1st June. The field visit to Mozambique will probably be take place on 23rd August–30th August when the AGS Coordinator is back from her holidays. Tentative time plans and local travel schedules have been made, but we are waiting for confirmation from the AGS Maputo office.

4.1.1 AGS programme areas, projects and AGS partners

Two of the overall evaluation questions formulated in the ToR are: "What is the effectiveness of AGS partners in terms of SEKA's overall objective," and "what is the relevance of AGS partners' programmes in the local context."

A workable evaluation plan covering a sample of AGS programme areas and projects geographically operated where AGS coordination offices and AGS partners are situated, as well as in the provinces is deemed necessary to address the questions in the ToR.

The AGS coordination office in South Africa is situated in East London (note: not Johannesburg) and in Maputo in Mozambique. One alternative could be to only visit project and partners present where the AGS coordination office is geographically situated. However, the ToR calls for a representative selection of projects and a reflection of the whole cooperation chain of partners. AGS partners and stakeholders are spread over a wide geographical area, across several provinces, which will mean extensive local travel. In relation to the assignment and ToR it should be kept in mind that that each field trip, due to budget and time set aside for the assignment, is five days per country visited (plus two days intercontinental travel time for each country). We are doing our utmost to cover relevant, interesting partners and projects for the benefit of addressing the questions put forward in the ToR, but the available time for field visits constitutes a limitation. In South Africa a focus on three out of the ten projects in the AGS portfolio, regarding AGS programme area Local Development (land issues) and AGS programme area Public Health (HIV/AIDS) will be assessed. AGS have 12 projects in Mozambique. The programme for Mozambique is still under development but will probably direct its attention towards AGS programme area Public Health (gender, reproductive health HIV/AIDS) and the Democracy/Education programme. A further possibility is a micro credit scheme, AMEC, in the Local Development programme area in the Cabo Delgado Province.

By choosing South Africa and Mozambique, an interesting, relevant mix of the AGS cooperation relevant to Sida and the ToR of different project/cooperation context is provided. A very tentative, initial assessment is that it is likely that AGS partners, work methods and partnerships will be shaped and designed differently in the two selected countries. The strengths and capacities of some AGS cooperating partners in South Africa will probably not be fully mirrored in the AGS partners in Mozambique. In Mozambique, a number of changes in the cooperation have recently occurred, and AGS appears to work more with partners who find themselves in a different situation than in South Africa, from a capacity point of view, for example. The AGS partners' capacities and capabilities are likely to be related to achievement of project objectives and results. From an organisational point of view, after a tentative initial assessment, there also appears to be differences in how AGS HQ and the coordination offices work, for example in that some steering documents (planning, monitoring and evaluation) are developed particularly regarding South Africa, which seems not to be exactly corresponding in the case of Mozambique.

When selecting projects, a representative, relevant and logistically workable selection, contributing to possible conclusions regarding the SEKA EO goal to strengthen the civil society and enabling poor people to improve their living conditions. From a subject matter and relevance point of view, the focus on projects and partners have in South Africa been chosen to be HIV/AIDS and land issues, both very central topics from a country specific context. The pandemic of HIV/AIDS has no greater impact on the continent of Africa than in South Africa. Nevertheless, the Government has been and still is reluctant to deliver healthcare and ARV and many South Africans are dependent on the work done by NGOs and CBOs.

The land issue is a top priority of the South African Government but very little progress has been noted since the bill was passed. It is further considered from the perspective of Sida/SEKA goals and policy, and finally considering the AGS goals for the South African cooperation, to be relevant. The links between HIV/AIDS, sexual health and gender equality are of interest. The cooperation partners' activities appear to reflect these linkages, which will be looked into further. An important actor regarding land issues is the Border Rural Committee (BRC), which will be visited in East London, and through a field trip to the project in Cata village. AGS have been cooperating with BRC for over 15 years and in the BRC strategic plan for 2005–2009 the main focus is poverty eradication. The BRC objective 2006–2007 was formulated: "To assist the poor living in the former homelands of the Eastern Cape, to act decisively in improving their living standards through rights-based development." Some attempts have further been made to mainstream gender, HIV/AIDS in the BRC betterment campaign.

Furthermore, regarding HIV/AIDS in South Africa for several reasons is an issue where smaller, local civil society actors appear to be active. Since 2005 AGS has supported Ikhala Trust, and Ikhala in turn provides grant funding (micro-grants) to grantee organisations (approximately 60 smaller community-based initiatives, grassroots organisations). The Ikhala Trust's overall objective in regards to the AGS project was initially formulated in very general terms, but appears to have evolved towards a greater degree of clarity enhancing follow-up, through the Ikhala operational plan regarding the HIV/AIDS grants 2008–2009.

Furthermore a field trip to Grahamstown will be undertaken to visit ECARP (Eastern Cape Agricultural Research Project) and Ikhala. AGS has been supporting ECARP since 1998. The ECARP overall goal is stated to: "Strive towards promoting human, and socio-economic rights for farm workers, farm dwellers and rural communities by positively transforming their working and living conditions." ECARP's activities include issues of socio-economic rights and HIV/AIDS, land reform, land use, gender, livelihood and land redistribution, labour, tenure and gender programmes. The possibility and added value of using local consultants for subject matter input, project context, was considered. Since one of the evaluators has recently worked and lived in South Africa for three years, no real added value was deemed and hence no local consultant was suggested.

In Mozambique, the selected partner organisations and topics are likely to be HIV/AIDS, gender, and democracy/local development. A field visit programme is under development and tentative partner organisations are currently being discussed. An interpreter will support the evaluation team during the field visit, and will also be available to translate documents, if necessary. The local person chosen, Ms Zita, has been recommended by the Embassy in Maputo and has experience in development cooperation and related issues. Both evaluators have further long experience of working with translators. In Maputo some interviews with NGOs and government officials may be conducted in English.

Internal discussions on using a local consultant during the five-day visit to Mozambique (and/or later) were held by the Consultant. A knowledge and experience inventory of the consultant team was undertaken, and importantly, the issue of quality assurance of a local consultant's work, was considered. Finally time, budget and practical issues like travel to the provinces has been weighed in. The incumbent assignment is by comparison a rather small one (each field visit five days) and the questions in the ToR in relation to the added value of local consultants' possible input was also discussed and reflected upon. Access to reliable, verifiable published information regarding context issues related to the evaluation has further been tentatively assessed. In the end it was decided not to engage a local consultant. However, the use of the local person, Ms Zita who will assist the consultant team, is suggested to be extended since the identified person has professional skills beneficial for the undertaking of the assignment. The budget line for possible local consultants is hence proposed to be used for Ms Zita's consultancy services.

AGS has further long experience in various health related projects with a focus on HIV/AIDS and reproductive health. Since 1994, AGS has supported MONASO, which is an umbrella organisation supporting the civil society in the fight against HIV/AIDS. In 2006 MONASO had 787 members in its network. MONASO's members on a district level are small organisations and groups that are deemed by AGS to need support regarding capacity development (see application 2008). MONASO's work is further relevant in relation to the issues of gender and equality. Their strategic plan for the period 2005–2009 formulates the following goal: "To contribute to an effective function of the national network of civil society organisations with the purpose of improving quality and coverage of activities regarding HIV/AIDS in Mozambique, through contributing to the National Plan against AIDS II (2004–2009) and the National Strategy regarding the health sector (2004–2009)." The plan is to visit MONASO in Maputo and in the Cabo Delgado Province, Pemba.

Family planning, reproductive health, including HIV/AIDS is further the focus of the AGS partner AMODEFA (sister organisation to RFSU) in Cabo Delgado, Pemba, which also may be visited. AGS has worked with AMODEFA since 1994. The project contains education to a great extent. Regarding AMODEFA, AGS works with an external advisor, Ulla Greta Rönqvist, and the AGS local staff member Santos Simione is English speaking. Through the support provided by the external advisor, Rönqvist, a capacity building component to AMODEFA is intended. The support to MONASO can provide a comparison to the support to AMODEFA to further contribute to the questions formulated in the ToR.

The AGS method development regarding gender equality, sexuality and HIV/AIDS will be of interest in relation to the above-mentioned partners in Mozambique.

Finally, AMEC, a Mozambican association for community education that grant micro credits could be visited when visiting the province Cabo Delgado, in Monte Puez. AMEC has 18 members and is a member of FOCADÉ, which is an NGO forum in the Cabo Delgado Province. Through the provision of micro credits small businesses can take off and provide opportunity for income generation and thereby enable poor people to improve their living conditions. If the schedule allows, a meeting with the NGO network FOCADÉ in Pemba, Cabo Delgado can provide additional information regarding the organisations visited and interviewed.

In Maputo, meetings with the Swedish Embassy, relevant government officials, and if possible international NGOs or UN organisations will be undertaken.

5. Working Plan

The following tasks will be performed during each of the phases of the working plan:

Desk study

- Study of project documents and reports
- Final establishment of the questionnaires to be used by the team during field study interviews

Field visits and interviews

Interviews with the following actors in Stockholm:

- Meetings with AGS staff at HQ level, both management and other key operational staff, in order to collect data
- Interviews with AGS representative, and other staff or consultants in South Africa and Mozambique
- Interviews with partner organisations of AGS in respective country, meeting with stakeholders, interviews with government officials and academic researchers (subject matter specialist)

We propose to use a methodological approach that includes qualitative (deep) interviews with a few key people: staff, partner organisations and other stakeholders, rather than a quantitatively high number of interviews. This is both due to the reality of time available in the assignment, as well as the fact that qualitative interviews will probably allow a deeper understanding of the real situation in the field.

We propose to carry out a meeting after finalising each of the field visits in order to transmit our tentative findings so far to AGS field staff and their partners so they can participate, discuss and provide input. It is further an opportunity for all to reflect upon the learnings of the exercise. The result of these meetings will be used as an input in the analysis made by the consultants.

Submission of draft report and final report

- Submission of a draft report after both field trips. After the Mozambique field trip which is tentatively planned to be executed between August 23rd–August 31st. Submission date: 1st October 2008
- Submission of a final report: no later than after two weeks after receiving all of SEKA's, AGS's and the selected partners' comments

The report will be written in English and in the format specified in the ToR.

5.1 Revised timetable

The time schedule has been changed due to the fact that all AGS country representatives are home during the summer period and no field trips can take place during this period.

The work at headquarter level (desk study and HQ interviews) will mainly be performed throughout April and May. The first field trip to South Africa will be take place on May 24th – May 31st.

The second field trip to Mozambique will be performed August 23rd–August 31st. A draft report will thereafter be submitted for consideration no later than 1st October 2008.

6. Relevant Documentation

In order to evaluate Sida's support to AGS in accordance with the ToR, as much relevant information as possible will be collected. The following list of documents will work as key references – among others – for the desk study:

- Looking Back, Moving Forward, Sida Evaluation Manual, 2nd edition
- Earlier evaluations of AGS
- All relevant project documentation and other relevant AGS documentation
- Reports or information from AGS partner organisations.
- Context relevant government policy or else documentation, information from government representatives, academic researchers etc
- Information available on the web

Appendix 3 AGS South Africa – Persons Met/Interviews

AGS Staff, East London

Johan Dahl, Coordinator, Country Representative
Dean Van Roy, Organisational Development Officer
Mari Dahl, Information Officer

AGS Partners

Border Rural Committee (BRC), East London

Ashley Westaway, BRC Director

Zalene Semane, Department Manager

Regarding the BRC project Cata and field visit to Cata (in former Ciskei), we met with people working in the development schemes in Cata:

- Agriculture – irrigation scheme
- Forestry – gardens
- LED/Tourism – construction of chalets

In addition we interviewed the Chairman of the Cata Communal Property Association (CPA), Mr Gcishana (the CPA is the institutional hub in the village).

In relation to BRC and Cata we interviewed:

- Department of Land Affairs, Commission on Restitution of Land Rights, Deputy Director, Settlement and Implementation Support Unit, Ayanda Ngqandu
- Amatole District Municipality, Land and Housing, Assistant Director, X. Nondwangu
- Gunnel Alsén, Färnebo Folk High School (Coordinator for students in the Cata project)

Eastern Cape Agricultural Research Project (ECARP), Grahamstown

Lali Naidoo, ECARP Director

In relation to ECARP and its activities we interviewed:

- Gilton Klerck, Labour Law and Industrial Relations, Researcher, Rhodes University, Grahamstown
- Kirk Helliker, Researcher, Department of Sociology, Rhodes University, Grahamstown

IKHALA Trust (based in Port Elizabeth but met in East London)

Bernie Dolley, Ikhala Director
Vuyo Msizi, Field Worker

Field visit to met grantees and beneficiaries based in Amatole District, East London:

- The South African National Civic Organisation (SANCO) local treatment and care project
- The Haven Wellness Centre (services include nutrition support, counselling and terminal care)

Further in relation to Ikhala we met with the following persons:

- Mary Humphrey, Consultant for Project People, one of the evaluators in the evaluation undertaken of Ikhala in September 2006
- Helen Neale-May, Mayoral Committee Member, Health and Environment, Amatole District Municipality

Appendix 4 Programme South Africa

Programme for SIPU consultants – Evaluation of AGS South Africa – August 2008

Day	Date	Time	Org	Person	Position	Purpose	Venue	Phone
Monday	26	07.30–09.30	AGS	AGS SA staff	Rep, OD & Info	meeting/interview	AGS offices, 59 Beach Rd	043-704 3230
		10.00–13.00	BRC	Ashley Westaway	BRC Director	meeting/interview	BRC offices, 16 St George's Rd	043-742 0173
		14.00–15.00	Regional Land Claim Commission	Ayanda Ngqandu	Deputy Director	meeting/interview	Department of Land Affairs	
Tuesday		15.00–16.00	Amathole District Municipality	Xolani Nandwangu	Assistant Director Land and Housing	meeting/interview	9th floor Cexton House	
	27	08.00–15.30	BRC	Zanele Semane	Department Manager	field trip	Cata Village	043-704 3230
			Cata CPA	Mr Gcilishana	Chairman	meeting/interview	Community Prop.Association	
			Cata Village			meeting/interview	Cata Community Hall	
		15.30–16.30	Shuttle taxi				King W Town – Grahamstown	
Wednesday							B&B Jenny's place	
	28	08.00–10.00	ECARP	Lali Naidoo	ECARP Director	meeting/interview	ECARP offices, 4 Trollope St	046-622 5429
		10.15–11.15	Gender Consultant	Gilton Klerck	Researcher – Dept of Sociology	meeting/interview	ECARP offices, 4 Trollope St	732285046
		11.30–12.30	Project People	Mary Humphreys	Ikhala Consultant	meeting/interview	ECARP offices, 4 Trollope St	046-622 5600
		14.30–15.30	Rhodes University	Kirk Helliker	Researcher – Dept of Sociology	meeting/interview	ECARP offices, 4 Trollope St	046-603 8954
		16.00–18.00	Shuttle taxi				Grahamstown – East London	
Thursday	29	09.00–10.00	IKHALA	Bernie Dolley	Ikhala Director	meeting/interview	AGS offices , 59 Beach Rd	
			IKHALA	Vuyo Msizi	Field Worker	meeting/interview	AGS offices, 59 Beach Rd	
		10.00–15.00	IKHALA	Ikhala Grantees	Project Leaders	field trip	EL/Berlin	
Friday		16.00–17.00	Farnebo	Gunnel Ahlsen	Teacher	meeting/interview	AGS offices, 59 Beach Rd	082 6623418
	30	09.00–13.00	AGS, BRC, IKHALA		Directors, AGS staff	debriefing	AGS offices, 59 Beach Rd	
		14.00–15.00	AGS SA		AGS SA staff	debriefing	AGS offices, 59 Beach Rd	

Appendix 5 AGS Mozambique – Persons Met/Interviews

AGS Staff, Maputo

Gitte Byg de Araújo, Coordinator, Country Representative
Santos A Simone, Programme Officer/OD Officer
Telma Alegre, Programme Officer
Johan, Information Officer 50%, UNAC 50%
Ola Johanson, Financial Officer
Andreas Bergqvist, Administrative Officer
Sofia ?, Secretary
Melos ?, Auxiliar de Escritorio

AGS Partners

MONASO (Rede Mocambicana de Organizacoes contra Sida, Mozambician Network of Aids Service Organisations)

Alice Ripanga, President
Marcella, Capacity Building, Northern Regional Coordinator
Luis Abreu, Programme Director
Roberto Paulo, Coordinator Advocacy

In relation to MONASO we interviewed:

Diogo Milagre, Deputy Executive Secretary, National Aids Council (CNCS)
Leonardo Chavane, National Director, Ministry of Health
Paulus Berglöf, Swedish Embassy, Maputo
Bram Naidoo, Swedish Embassy, Maputo

AMODEFA (Associacao Mocambicana para o Desenvolvimento da Familia)

At AMODEFA in Maputo:

Cecilia Castanheira Bilale, Executive Director
Marcello, Director, Program Interior
Estevao, Coordinator, Program Youth
Alberto Mauricio Langa, Finance

At AMODEFA in Pemba, in the province of Cabo Delgado

- | | |
|---------------------------|---------------------|
| 1. Nico Agostinho Saide | Secretarios Juvenil |
| 2. Msafr Issa | Contabilista |
| 3. Anica Faqui | Membro |
| 4. Relia Edrisse | Membro |
| 5. Lattfo Feleciano | Activista |
| 6. Nur Ammin Cadre | Activista |
| 7. Foinn Ibraimmo | Activista |
| 8. Palmira F Eduarodo | Activista |
| 9. Annaldo do Cei | Coordenadora |
| 10. Assane Simao da Silva | Presidente |
| 11. Baisima Deolina | Vice Presidente |

In relation to AMODEFA further interviewed:

Diogo Milagre, Deputy Executive Secretary, National Aids Council (CNCS)

Leonardo Chavane, National Director, Ministry of Health

Paulus Berglöf, Swedish Embassy, Maputo

Bram, Swedish Embassy, Maputo

AMEC (Associacao Mocambicana da Educacao Comunitaria Montepuez)

In Montepuez in the province of Cabo Delgado we interviewed:

1. Maria de Lundes Vingilio Vice Presidente
2. Maria de Lundes Jose Namarocolo, Membro
3. Isac Jorge Jacinto Nicole, Membro
4. Miguel Fernando Tavantes, Membro
5. Manuel Waite Simmail, Membro
6. Francesco Vicente, Membro
7. Candida Lemana Benjamin, Contabilista
8. Cecilio Celestina, Membro
9. Adencio Jesuino Adencio, Membro
10. Joao Baptista Albino, Presidente
11. Rosa Modesto Antonio, Membro

In Montepuez in relation to AMEC we interviewed:

Mr Fernando T Natal, Government Administrator, Montepuez

Appendix 6 Programme Mozambique

Programme for SIPU consultants – Evaluation of AGS Mozambique – August 2008								
Day	Date	Time	Org	Person	Position	Purpose	Venue	Phone
Monday	25	08.30	AGS	AGS SA staff	Coor, POs & Info, OD	meeting/interview	AGS office, Amilcar Cabral 865, Maputo	21321423
		14.30–17.00	MONASO	Alice Ripanga	President	meeting/interview	Maputo	
				Ana David	Co-ordinator	meeting/interview	Maputo	
				Luis Abreu	Programme Dir.	meeting/interview	Maputo	82 6255721
				Roberto Paulo	Education	meeting/interview	Maputo	82 6025400
Tuesday	26	06.00–09.25	Air/LAM			travel to Pemba		
		09.30–11.30	Shuttle car	Elisabet da Rocha		travel to Montepuez		82 9320690
			Gov.	Mr Fernando T Natal	Administrator	meeting/interview	Montepuez	
			AMEC	Baptista	Co-ordinator	meeting/interview		
			AMEC		Target group	meeting/interview		
			AMEC		Target group	field visit		
	16.00–17.00		Shuttle car	Elisabet da Rocha		travel to Pemba		82 9320690
			Amodefa	Ulla-Greta Rönqvist Advisor		meeting/interview	Pemba	82 6106424
Wednesday	27	08.00–11.30	AMODEFA	Arnalda+Members	Coordinator + President + Members	meeting/interview	Pemba	
	12.00		Shuttle car	Elisabet da Rocha		airport		
	13.50–18.00		LAM			travel to Maputo		
Thursday	28	08.30–12.00	AMODEFA	Marcello	Dir. Progr. Interino	meeting/interview	Maputo	82 4671660
				Estevão	Coor. Progr. Youth	meeting/interview	Maputo	84 8835805
				Cecilia	Coordinator	meeting/interview	Maputo	
					Target group, members			
	13.30–15.00		Embassy	Paulos Berglöf + Bram		meeting/interview	Maputo	
	15.30–17.00		Min. Health	Leonardo Chavane	National Dir.	meeting/interview	Maputo	
Friday	29	07.30–09.30	CNCS	Diogo	Executiv Secr. Adj.	meeting/interview	Maputo	
	10.00–12.00				Partners and staff AGS	debriefing	AGS office	
	14.00–?				AGS staff	debriefing	AGS office	

Appendix 7 Information and Documentation used for Assessment and Validation

Sida documentation	AGS documentation	Cooperating partner organisations' documentation
Perspectives on Poverty, 2002 (en) 2004 (sv)	Strategic Plan	Project documents
Sida's policy for civil society, 2004	Operational Plan	Project plans
Guidelines for Grants from the Appropriation for Non-Governmental Organisations, 2007	Policy for HIV/AIDS	Annual plans
Global utveckling, 2006	Policy for Gender Equity	Project reports
The Paris declaration in practice, 2007	Frame work proposal	Annual budgets and project budgets
	Project proposals	Annual reports
	Final reports	Organisational mandate
	Annual reports	Organogram
	Monitoring and follow up documents	Several AGS partner organisations receive financing from a variety of other sources such as donor organisations and even from government funding. For validation purposes the evaluation team has studied and assessed AGS partner organisations reporting to other donors.

Country/regional specific	Independent evaluations have been used for triangulation and cross referencing, as well as useful background information
Policies and strategies relevant to AGS programmes in Mozambique and South Africa	"Assessing Ikhala Trust support to Health and HIV/AIDS sector Grantees," September 2006 "A Review of Africa Groups of Sweden's Organisational Development Programme in South Africa," C Foulis, C Collingwood, May 2007 "External Evaluation BRC 2004–2006," Nyoini, Maart and Velcich. Commissioned by Humanistisch Instituut voor Ontwikkelingssamenwerking, HIVOS, August 2007 "Evaluation ECARP," by D. Hallows, November 2006, Information from the IPPF (International Planned Parenthood Federation) ongoing accreditation process of AMODEFA "The Study of the Future Work of AGS Within the Area of Livelihood and Local Development in the Northern Provinces of Mozambique," 2006 by Connie Dupont Norberto Mahalambe and Joaquim Fernandes, provided useful relevant information particularly in relation to AMEC

Appendix 8 Interview Questions

Assessment questions for projects and programmes were put to AGS in the field, at HQ and to their partners:

Issues to discuss regarding Relevance : projects and programmes meeting demonstrated and high priority needs
Consistency on policy level
Consistent with, and supportive of Partner Government policies and relevant sector programmes
Relevant policy, programmes and project linkages are described, and it is clearly demonstrated that the project is consistent with the programme and policy framework and supportive of ongoing activities
Key stakeholders and target groups are clearly identified, equity and institutional capacity issues analysed, and local ownership demonstrated
The stakeholder identification and consultation process is described – who, how, when and different stakeholder interest (expectations and concerns) are appropriately analysed
An assessment of institutional structures, capacity and governance issues is provided (strengths and weaknesses) particularly in the organization(s), which will be primarily responsible for the project implementation
Evidence is provided of local ownership of project ideas, (e.g. commitment of resources to related activities and active local involvement in decision making or other participatory process described)
Problems have been appropriately analysed
The justification for the support includes a problem analysis describing cause and effect relationships, and identifies underlying problems which impact on target groups
The set of problems and/or opportunities that the project should aim to address are identified
Lessons learned from experience or linkages with other projects and programmes have been assessed and incorporated into strategy selection
Reference is made to lessons learned from other projects/programmes implemented in the sector or in similar environments (from review and evaluation reports) and the lessons are reflected in the proposal
The project is complimentary with other projects and programmes – including those of other donors
Issues to discuss regarding Feasibility : project well designed and likely to deliver tangible and sustainable benefits to the target groups
The objectives are clear and logical, and address clearly identified needs
Approach for institution and capacity development is described
The resources required to carry out the project are clearly described
Coordination/management and financing arrangements are clear and support local ownership and strengthening of local organisations and institutions
Project management responsibilities are defined, build on the analysis of institutional arrangements and capacity, and promote local ownership and capacity development
Arrangements for coordinating the work of different stakeholders is described, gives voice to target groups, allows potential conflicts of interest to be addressed
Risks have been identified: key factors outside the direct control of project management which have the potential to impact negatively on the project
The importance of different risks is assessed including the degree of negative impact they might have on achieving objectives

Effective and well managed: the project is delivering the anticipated benefits and being well managed
The project remains consistent with and supportive of current policy and programme priorities
The project strategy and objectives remain relevant to the needs of the beneficiaries
Project objectives being achieved
Outputs/results being delivered as planned and the project target group finds them relevant to their needs
The outputs/results being delivered contribute and there is evidence that beneficiaries benefit from the project
The project is being well managed by those responsible for implementation
Relevant information on project achievements is being collected, and provides useful basis for monitoring of results
Operational plans and budgets are reviewed and updated on a regular basis (including risk management plans) and reflect lessons learned from experience on the ground
Transparency and accountability systems are adequate
Sustainability issues are being clearly addressed
Financial sustainability issues are being addressed (e.g. affordability, budget commitment)
The technology (if any) being used/promoted by the project is appropriate and can be maintained
Issues of environmental and social sustainability are being assessed and managed
Institutional strengthening and capacity development activities (e.g. policy and systems development, training of trainers) are being effectively carried out and the project contributes to skills being developed locally

Appendix 9 Planning, Monitoring and Evaluation

System and routines related to planning and follow-up for AGS operations are presented in various AGS documents, rather than being gathered into one comprehensive document regarding AGS monitoring and evaluation applicable to all AGS operations. The AGS Handbook for Development Cooperation (HUT) provides a system for planning and follow-up, but is not as much a tool on *project* level regarding planning, monitoring and evaluation.

However, in South Africa AGS has a short section on “Planning, Monitoring and Evaluation” in the Strategic Plan for AGS SA 2007-2012, which introduces the framework of the follow-up system and is intended to link to the operational plan for South Africa.

The following is envisaged in the Strategic Plan:

- Achieving buy-in from partners in South Africa through developing joint objectives/results/indicators for the period covered by the Strategic Plan that would be linked to AGS operational plan's objectives
- Monitoring the implementation of the Plan through six monthly meetings with partner organisations, informed by reports received from partner organisations
- This monitoring process will on a higher aggregate level, linked to AGS South Africa operational plan, inform the AGS half annual/annual narrative reports to be submitted by the AGS East London office to the AGS Programme committee
- A mid-term review (impact assessment 2009) to be conducted to establish the effect of the implementation of the Strategic Plan. An overall evaluation of the AGS SA programme for 2007–2012 will be conducted towards the end of the programme period (2010). This evaluation will determine AGS's involvement in South Africa beyond 2012 as well as feed into the LTP beyond 2012.

Below is a short description regarding activities related to planning and monitoring at the respective partner organisations:

BRC	ECARP	Ikhala Trust
Five-year cycle and a five-year plan. Evaluations undertaken to provide input.	External evaluation, previous one undertaken in 2006. A regularly occurring exercise (usually at 3–5 years intervals).	Monitoring is done continuously and on an ongoing basis
Annual plans and audits (informed by management and accepted by the Board)	Strategic planning process, previously done 2007	External evaluation was undertaken in 2006
Six monthly reports and financial statements (prepared by management)	Development of annual plans (based on internal assessment of previous annual plan)	Undertook a strategic planning process, which resulted in the development of milestones for the following five years
Quarterly plans, reports and financial statements (prepared by teams)	Assessment of implementation of operational plan on weekly, monthly, quarterly and on a six monthly basis	Development of result areas for every year
Ad hoc meetings	Reports to AGS are provided by ECARP on a six monthly basis	Annual plans
Monthly financial statements	Other reports will be done in relation to the requirements of the operational plan	Quarterly reports to Trustees
		Six monthly and annual reports to donors

Mozambique

The systems and routines for planning and following up AGS operations are presented in a number of different AGS documents, rather than being gathered into one comprehensive guide for monitoring and evaluation of AGS operations.

The AGS Handbook for Development Cooperation (HUT) provides a system for planning and follow-up, but is not as much a tool on project level regarding planning, monitoring and evaluation.

(See however the HUT Schedule regarding responsibilities when planning and implementing projects which states that project follow-up shall be made at least every six months, that a report shall be made and whose responsibility it is.)

Below is a brief presentation of how GAS partner organisations work with planning and follow-up within their respective organisations:

MONASO (Mozambican Network for AIDS Services Organisations)

- Five year plan 2005–2009 (Programa Quinquenal)
- Annual plans and audits (Plano Operacional Anual)
- Annual narrative and financial reports (Relatório Anual)
- Undertook SWOP-studies 2006 and a consultant organisational study 2007
- Start for budget support 2007 (Memorando de Entendimento ao Fundo Comum)
- Structural reorganisation in 2008 to develop the system for Monitoring and Evaluation and the Financial system (uniformed systems for all provinces), including reorganisation of the organs for elected representatives (Comités de Gestão ao nível provincial and Conselhos Consultivos) and decentralisation (pontos focais distritais)
- Reporting on monthly basis from Province Delegations to HQ
- Annual reports by Province Delegations approved by the “Comité de Gestão”.
- Meetings at national level with representation from the Province Delegations on different themes take place a couple of times a year in different provinces
- Coordination and organisational support organised by region twice a year for the south (Maputo, Gaza, Inhambane), central (Sofala, Manica, Tete, Zambézia) and north (Nampula, Cabo Delgado, Niassa)
- Meetings twice a year with representatives from donors (Conselho consultivo)

AMODEFA (Associação Moçambicana para o Desenvolvimento da Família)

- Structure and reporting system monitored by IPPF (International Planned Parenthood Federation)
- Undertook a reorganisation in 2006 lead by a representative from IPPF and an interim board
- IX Session of the General Assembly and Provincial Assemblies in 2007
- Strategic Plan 2008-2013
- Annual plans and audits
- Annual reports
- Coordination and organisational support organised by programme
- Twice a year monitoring visits from HQ to Province Delegation

AMEC (Associação Moçambicana para Educação Comunitária)

- AMEC was part of the evaluation undertaken in December 2007 of the funds from the Swedish embassy (even if it was not in the Terms of Reference of the consultants)
- Annual plans and audits
- Quarterly reports
- Annual reports
- Organisational and finance management support organised by GAS programme and OD officers

Sumário Executivo

A GAS é uma das 14 Organizações não Governamentais (ONGs) que possuem um acordo-quadro com a Asdi (Agência Sueca para o Desenvolvimento e Cooperação Internacional). O actual acordo entre a Asdi e a GAS está em vigor até Dezembro de 2008. A GAS tem cerca de 2.000 membros e é a principal organização na Suécia focada nas questões da África Austral. É também uma das oito organizações associadas à Asdi que possuem parcerias nos países em desenvolvimento – a chamada rede de organizações operacionais da Asdi. A GAS tem parceiros e projectos em Moçambique, Namíbia, África do Sul, Zimbabué e Angola. Na Suécia a GAS possui dois escritórios e sede em Estocolmo. No presente ano financeiro, o orçamento da GAS financiado pela Asdi totaliza SEK 37.222.200.

De acordo com os Termos de Referência (ToR) da Asdi, o principal objectivo desta missão é avaliar em primeiro lugar a eficácia, a relevância e a sustentabilidade, e em segundo lugar, o impacto e a eficiência da cooperação para o desenvolvimento da GAS relativamente aos objectivos da Asdi/SEKA e da própria GAS. Além disso, esta avaliação deverá servir como instrumento de aprendizagem e dar sugestões de melhoria.

Para uma avaliação mais detalhada, foram escolhidos dois países onde se realizarem missões no terreno (África do Sul e Moçambique) e em cada país foram analisados três projectos. A selecção dos países e dos projectos foi feita em estreita colaboração com a Asdi/SEKA e a GAS. Relativamente aos países, considerou-se prioritária uma diversidade de operações da GAS e em relação aos projectos, foram identificadas quatro áreas programa prioritárias. O período de avaliação cobriu os anos operacionais 2006–2007.

O objectivo global, em sintonia com a visão da GAS, para o período de avaliação considerado era:

“Democracia e auto-determinação dos povos nos países onde a GAS opera. A democracia está basicamente relacionada com os direitos humanos e com a autonomia do povo em decidir sobre o seu próprio desenvolvimento político e económico”.

Durante o período de avaliação considerado, a cooperação para o desenvolvimento da GAS estava dividida em quatro áreas programa:

Justiça global – Financiamento e cooperação com organizações que trabalham no âmbito do cancelamento da dívida e da auto-determinação política e financeira. Trabalho de apoio para aumentar a consciência pública sobre a injustiça dos termos de troca.

Educação para todos – Trabalhando em direcção ao Objectivo de Desenvolvimento do Milénio “Educação para todos até 2015” através de, por exemplo, construção de escolas e serviços de apoio à formação de professores. Especial atenção é dada à melhoria das condições de acesso das raparigas à educação e à literacia entre as mulheres.

Saúde pública – Contribuições para a luta contra o VIH/SIDA, principalmente através de métodos preventivos. Apoio à formação de pessoal na área de cuidados de saúde primários e especial atenção é dada à saúde maternal.

Desenvolvimento local & condições de vida – Apoio aos projectos de produção de pequena escala através de micro crédito e formação em métodos orgânicos de produção agrícola. Apoio a organizações que trabalham no âmbito da reforma agrária e do desenvolvimento rural.

A GAS possui outros objectivos específicos para cada país e ao nível dos projectos.

As parcerias da GAS caracterizam-se por intensa colaboração e cooperação. Nos seis projectos avaliados foi claramente identificada uma metodologia de cooperação tripartida: GAS, parceiro e grupos-alvo.

A GAS trabalha há muitos anos com a África do Sul e sempre apoiou a sociedade civil. A parceria com este país é bastante antiga e enraizada e o apoio tem vindo gradualmente a orientar-se para o desenvolvimento organizacional e a “formação de capacidades”.

A GAS trabalha em Moçambique há vários anos, mas recentemente alterou o apoio que prestava às instituições governamentais para se concentrar somente na sociedade civil. O apoio é prioritariamente focado no desenvolvimento organizacional e na “formação de capacidades”.

Os projectos analisados pela equipa de avaliação foram considerados, em diferentes graus, eficazes, relevantes e sustentáveis, contribuindo para o objectivo global da Asdi/SEKA. Do mesmo modo, os projectos foram, em geral, avaliados como sendo eficientes e com potencial de impacto.

Os projectos estão claramente focados na redução da pobreza e no reforço da sociedade civil. Os resultados alcançados são relativamente satisfatórios, dadas as enormes necessidades no contexto de cada país e os modestos orçamentos dos vários projectos. Existem exemplos evidentes em que os parceiros incorporam nos seus métodos, abordagens e actividades as questões da redução da pobreza e da consciencialização da sociedade civil.

O parceiro BRC na África do Sul, através do projecto Cata, conseguiu uma redução significativa do desemprego e um aumento na capacidade auto-sustentada de gerar e desenvolver rendimentos.

O parceiro ECARP na África do Sul capacitou e mobilizou trabalhadores rurais, tendo aumentado o número de trabalhadores reclamando pelo seu direito ao salário mínimo e outros direitos laborais básicos.

O parceiro Ikhala Trust na África do Sul capacitou um certo número de CBOs para lidar e gerir as necessidades mais alarmantes e imediatas de pessoas infectadas e/ou afectadas pelo VIH/SIDA.

O trabalho desenvolvido com o parceiro AMODEFA em Moçambique teve como resultado um aumento do número de visitas às clínicas de saúde.

O trabalho realizado com o parceiro MONASO em Moçambique melhorou a coordenação entre as organizações activas da sociedade civil.

O parceiro AMEC em Moçambique, através do seu projecto de micro crédito, lançou um certo número de grupos que desenvolveu meios para criar actividades geradoras de rendimento.

Acredita-se que ao nível nacional, os objectivos da GAS SA e da GAS Moçambique estão em consonância com os objectivos dos seus parceiros e com o objectivo global da Asdi/SEKA. Os programas e os projectos foram considerados altamente relevantes porque correspondem às necessidades articuladas pelos parceiros na África do Sul e em Moçambique. Eles estão igualmente em conformidade com as prioridades dos Governos (com excepção da questão do VIH/SIDA que não é particularmente prioritário para o Governo da África do Sul) e da comunidade internacional.

Existe uma divergência entre a GAS e os seus parceiros no que se refere à classificação dos projectos e aos pedidos de PME que tem constrangido a GAS, os seus parceiros e a Asdi/SEKA no monitoramento, na avaliação do alcance dos objectivos e na medição do impacto. No entanto, acredita-se que esta divergência pode ser ultrapassada com melhor cooperação, diálogo e comunicação entre a GAS e os seus parceiros.

Conclusões

1. Da análise dos documentos de planeamento e direcção da GAS, GAS Africa do Sul e da GAS Moçambique, onde constam os objectivos e resultados da cooperação para o desenvolvimento (como expressos por exemplo nos documentos de formulação de projectos, implementação, relatórios e monitoramento) pode retirar-se como conclusão geral que a multiplicidade e os vários níveis de objectivos não permitem uma visão geral acessível para avaliar a concretização dos objectivos (como são alcançados os resultados).
2. O monitoramento dos objectivos e resultados é constrangido pela falta de uniformidade no que se refere à terminologia usada nos relatórios. Não existe um sistema completo de planeamento, monitoramento e avaliação de projectos (PME).
3. Acredita-se que os objectivos são em larga medida concretizados e os resultados alcançados (África do Sul e Moçambique) nos programas e projectos de cooperação da GAS com os seus parceiros. Apesar de alguma inconsistência nos documentos relativamente à terminologia e da falta de clareza na hierarquização dos objectivos, foi avaliado que a cooperação da GAS com os seus parceiros estratégicos consegue atingir resultados. As deficiências mencionadas acima, no que se refere aos objectivos e à coerência, parecem ser compensadas pela flexibilidade da cooperação e pela longa e estreita colaboração com os parceiros locais.
4. Significante no relacionamento entre a GAS e os seus parceiros é o facto de existir uma estreita cooperação e diálogo. Esta cooperação permite ajustamentos durante a implementação dos projectos e contribui decisivamente para concretizar os objectivos e alcançar os resultados. Esta constatação manifesta-se nos relatórios da GAS e dos seus parceiros, nas entrevistas realizadas junto dos parceiros, outros intervenientes e representantes do Governo e nas visitas realizadas aos projectos.
5. A avaliação dos resultados agregados ao nível dos projectos que contribuem para alcançar o *objectivo global* foi uma avaliação baseada nas *probabilidades de contribuição*. A cooperação para o desenvolvimento da GAS tem potencial para contribuir no reforço da sociedade civil e na redução da pobreza devido ao *grupo-alvo* a que se dirige – *as comunidades e populações locais* – e à *selecção das organizações parceiras*.
6. Uma conclusão da avaliação é que as intervenções para o desenvolvimento na África do Sul e em Moçambique são consistentes com as prioridades e necessidades dos principais beneficiários. A GAS coopera com organizações parceiras reconhecidas nas respectivas áreas de intervenção e que são relevantes nos contextos locais. Os projectos são implementados através de uma metodologia participativa e considera-se que as intervenções são relevantes para as prioridades, estratégias e políticas de ambos os países. A excepção refere-se às políticas no âmbito do VIH/SIDA na África do Sul.
7. Todas as organizações avaliadas manifestaram apreço pela GAS como parceiro. A cooperação participativa de longo prazo é valorizada em muitos aspectos. Alguns factores específicos que acrescentam valor a esta relação são: a parceria, abordagens e objectivos globais comuns e a óbvia capacidade para integrar as questões de género e relativas ao VIH/SIDA nas estratégias e metodologias de desenvolvimento.
8. Conclui-se que a cooperação da GAS com os seus parceiros estratégicos através de projectos/programas relevantes melhorou a sustentabilidade. Considera-se que trabalhando localmente, perto dos parceiros e em intervenções baseadas em necessidades, se promove o sentimento de posse e a sustentabilidade.
9. Em geral pode considera-se que a abordagem e os métodos escolhidos pela GAS na cooperação para o desenvolvimento contribuem para a sustentabilidade. Um importante factor positivo nas

intervenções da GAS é que estas contribuem para criar capacidades e competências nas organizações parceiras. A GAS contribui para reforçar os seus parceiros de diversas maneiras, por exemplo, planeando componentes de projectos, prestando serviços de assistência técnica, sendo um parceiro presente e acessível durante a implementação dos projectos e facilitando o uso de consultores externos para apoiar o desenvolvimento de capacidades nas organizações.

Sugestões e Recomendações

1. A GAS deveria considerar em desenvolver um sistema integrado de planeamento, monitoramento e avaliação (PME) de projectos aplicável a todas as suas operações. Além disso, é aconselhável adoptar uma terminologia sucinta, preferencialmente consistente com o glossário do DAC OCDE. Também é necessária formação uniforme para todos os intervenientes nos projectos da GAS.
2. Antes de embarcar em novos projectos ou áreas de intervenção, é aconselhável estabelecer informação de base padronizada que sirva de referência.
3. A abordagem à questão do género está integrada na maioria das organizações. No entanto, de modo a clarificar melhor o trabalho e o respectivo impacto recomenda-se a elaboração de documentação mais explícita relativamente a este assunto e talvez o uso de indicadores de género específicos para monitorar e avaliar as áreas programa.
4. Como foi referido acima, a equipa de avaliação acredita que existe de facto uma relação singular de parceria que tem contribuído para assegurar a relevância, a concretização dos objectivos e o alcance dos resultados. Considera-se que a estratégia da GAS em escolher parceiros relativamente fortes tem contribuído parcialmente para esta relação única. Recomenda-se por isso, a continuação desta abordagem mas envolvendo também organizações mais frágeis quando considerado vantajoso.

1 Gas EM Moçambique

A GAS tem vindo a trabalhar de várias formas em Moçambique, particularmente nas províncias do Niassa, Nampula e Cabo Delgado, por mais de 30 anos.

As operações da GAS passaram recentemente por um número significativo de mudanças, que por sua vez tiveram um impacto considerável na cooperação com o país. A mudança de foco do sector público para a sociedade civil e a alteração da representação geográfica, das províncias do Norte para Maputo, implicaram uma transformação expressiva nas relações de cooperação. Além disso, durante o período de avaliação considerado (2006–2007), o posto de Representante do País foi ocupado por várias pessoas devido, aparentemente, a diversas complicações no recrutamento não directamente relacionadas com a GAS. Desde Outubro de 2007, a situação do pessoal pode ser descrita como estável e todas as posições estão preenchidas no escritório de Maputo.

No total existem presentemente no escritório da GAS oito pessoas, incluindo um auxiliar. O Oficial de Finanças está em fase de conclusão do seu contrato. As especificações para esta posição estão sendo discutidas internamente na GAS, uma vez que as mudanças ocorridas nas suas operações exigem agora novos requisitos. Uma nova Coordenadora entrou em funções em Novembro de 2007, bem como um novo Oficial Administrativo. Adicionalmente, foram recrutados localmente dois Oficiais de Programa: um novo e outro, que apesar de ter começado em Janeiro de 2008 nesta nova posição, trabalha com a GAS há já vários anos.

Tem ocorrido uma concentração na representação geográfica da GAS Moçambique, com o encerramento dos escritórios nas províncias do Norte e a abertura de um novo escritório em Maputo. Esta alteração deve-se sobretudo à mudança na estrutura do portefólio de projectos da GAS, em que se privilegiam agora os parceiros da sociedade civil em detrimento dos parceiros do sector público. O portefólio de projectos da GAS Moçambique tem vindo a ser reduzido, quer em número de projectos, quer em número de parceiros¹¹. Em 2006 a GAS possuía 28 projectos (3 na área da justiça económica global, 3 na área de educação, 17 na área de saúde pública e 5 na área da economia local e condições de vida). Em 2008 o número total de projectos era apenas 12 (2 na área da justiça económica global, 1 na área de educação, 7 na área de saúde pública e 2 área da economia local e condições de vida). No entanto, o volume financeiro total é aproximadamente o mesmo, cerca de SEK 5 milhões.

Durante o período de avaliação 2006–2007, a GAS tinha 9 organizações locais parceiras nas quatro áreas programa da GAS, nomeadamente:

- Justiça económica global;
- Economia local & condições de vida;
- Educação;
- Saúde pública, VIH/SIDA.

A implementação dos projectos continua concentrada nas áreas rurais do norte do país.

Durante as discussões com o pessoal da GAS, quer individualmente, quer em grupo, a noção sobre o desenvolvimento dos seus parceiros e sobre as suas actuais capacidades e necessidades é coerente. Anteriormente, na implementação dos projectos, a GAS realizava diversas tarefas pelos seus parceiros, como contabilidade, etc. Actualmente, as organizações parceiras têm capacidade para realizar este tipo

¹¹ Em 2005 a GAS possuía mais de 40 parceiros e 17 voluntários trabalhando em projectos localizados em 4 províncias, em 7 localidades diferentes: Maputo, Nampula, Monapo, Ilha de Moçambique, Cuamba, Pemba e Montepuez.

de funções. Os grupos-alvo possuem ainda fracas capacidades, por isso o apoio da GAS direcciona-se agora para áreas como código de conduta, gestão de conflitos, gestão associativa e desenvolvimento de capacidades. Há medida que os parceiros vão evoluindo, existe uma necessidade crescente deste tipo de apoio. Esta mudança ao nível das actividades é confirmada nos pedidos de projectos à Asdi, na documentação sobre a implementação dos projectos e nas discussões com as organizações parceiras.

Segundo o pessoal da GAS, o modo geral de operacionalização, que pode ser descrito como uma espécie de ciclo PME, tem contribuído para a eficácia e concretização dos objectivos da GAS e dos seus parceiros. O planeamento conjunto é realizado com a antecedência de um ano e o diálogo envolve assuntos tais como: actividades realizadas e não realizadas, impacto e mudanças significativas, dificuldades e respectivos motivos e o tipo de apoio da GAS que é esperado. Em relação ao relatório financeiro, existe uma discussão em torno dos recursos, como foi gasto o dinheiro e quais as necessidades financeiras futuras. Os parceiros entrevistados expressaram que este modo de trabalhar é um exemplo de verdadeira parceria.

Os *objectivos gerais* das operações da GAS em Moçambique em 2006–2007 eram:

- Contribuir para a erradicação da pobreza através de um melhor acesso à educação e da melhoria da saúde pública;
- Contribuir para o alívio da dívida e para estabelecer regras comerciais mais justas;
- Contribuir para o desenvolvimento democrático ao nível local e melhorar as condições de vida;
- Criar condições favoráveis à luta contra o VIH/SIDA;
- Melhorar o conhecimento sobre Moçambique na Suécia.

Todas as organizações parceiras contactadas pela equipa de avaliação demonstraram preocupação relativamente à falta de coordenação entre os doadores e as suas diferentes exigências no que toca aos conteúdos e formatos dos relatórios. A AMODEFA e a MONASO também expressaram o desejo de receber apoio para programas.

1.1 Contexto Nacional

Metade da população em Moçambique tem abaixo de 16 anos. Apesar do trabalho significativo do Governo na área da educação, a situação está longe de corresponder às necessidades. De acordo com o Ministério da Educação, os maiores desafios são a falta de infra-estruturas, abstenção escolar feminina e falta de professores qualificados. Muitos estudantes deixam a escola antes do quinto ano.

Moçambique assumiu o objectivo do Milénio “educação para todos” e o BM afectou recursos adicionais para financiar a educação básica. O Governo desenvolveu um plano para raparigas com 15 anos ou mais com o objectivo de lutar contra a iliteracia. Acredita-se que uma mulher com educação primária, por cada agregado familiar tem efeitos positivos na redução da pobreza.

O VIH/SIDA foi pela primeira vez diagnosticado em Moçambique em 1986 e desde então o número de casos tem vindo a crescer descontroladamente. Em 2004 16,2% da população com idade compreendida entre os 15 e os 49 anos estava infectada e no total, 1,6 milhões de Moçambicanos convivia com o VIH/SIDA. Perante esta situação, o Governo declarou a doença como emergência nacional. A maioria dos infectados são as mulheres que devido ao facto de possuírem fraco poder social, físico e sexual, são incapazes de insistir no “sexo seguro”.

A epidemia reduziu a esperança média de vida de 41 anos em 1999 para 38 em 2004 e estima-se que contribui em quase 25% para o número total de óbitos registados em Moçambique. Isto, por sua vez

conduziu a uma crise de órfãos e estima-se que aproximadamente 626.000 crianças irão perder um ou ambos os pais devido à SIDA.

1.2 A Avaliação da Cooperação e dos Parceiros

Três das nove organizações parceiras da GAS, relevantes no período 2006–2007, foram seleccionadas para uma avaliação detalhada durante a missão no terreno em Moçambique. A selecção dos países a visitar, bem como a escolha das organizações parceiras foi feita em colaboração com os escritórios da GAS no país, com a direcção da GAS em Estocolmo e com o Coordenador do País em Maputo. Além disso, o Oficial de Programa da Asdi esteve também envolvido neste processo de selecção.

Durante a missão no terreno em Moçambique, efectuada entre 22 de Agosto a 30 de Setembro de 2008, foram conduzidas várias reuniões no escritório da GAS em Maputo e foi realizada uma viagem à província de Cabo Delgado. A AMODEFA em Pemba e a AMEC em Montepuez foram incluídas na missão para abranger parceiros não localizados centralmente em Maputo. Em Maputo foram realizadas reuniões com o Conselho Nacional do Combate à SIDA (CNCS), com o Ministério da Saúde e com a Embaixada da Suécia. Foram também visitadas a rede MONASO e a sede da AMODEFA em Maputo. Foram igualmente efectuados contactos com outros doadores (ver Anexo 5).

A *MONASO* (Rede de Organizações Moçambicanas de Serviços contra a SIDA) foi estabelecida em 1994 e tem cooperado com a GAS desde 1990. A *MONASO* recebeu apoio da GAS no valor de SEK 700.000 no período 2006–2007.

A *MONASO* é uma organização “chapéu” que apoia ONGs que trabalham no combate ao VIH/SIDA. Possui delegações nas 11 províncias do país e sede oficial em Maputo. A Delegação da província de Nampula foi criada em 2002 com o apoio da GAS. Em 2008, a *MONASO* possuía aproximadamente 1.000 organizações membro de diferentes tamanhos e tem uma estrutura democrática

A *MONASO* procura reforçar a capacidade das suas organizações no desenvolvimento e implementação dos seus projectos nas várias áreas programa. O apoio é dirigido ao/à:

- Desenvolvimento institucional;
- Coordenação, monitoramento e avaliação;
- Formação e desenvolvimento de capacidades;
- Comunicação e investigação;
- *Lobbying*

Estas áreas estão divididas em projectos e o planeamento é feito frequentemente pela *MONASO*, os grupos-alvo e a GAS. No longo prazo, a *MONASO* pretende descentralizar a gestão e a administração para as delegações provinciais.

O objectivo da *MONASO* é:

- Contribuir para reduzir a amplitude e aliviar as consequências dos efeitos do VIH/SIDA ao nível individual, social e económico através de esforços multi-sectoriais.

As cinco áreas estratégicas da *MONASO* são:

1. Coordenação – estabelecer e expandir o papel de coordenação da *MONASO* nas 11 províncias do país.
2. *Capacity building* – melhorar a qualidade da programação organizacional de modo que os membros da rede possam aperfeiçoar a sua capacidade de resposta;

3. Comunicação e investigação em educação – disseminar informação de qualidade aos membros da rede em assuntos relacionados com o VIH/SIDA e promover boas práticas.
4. *Lobbying e Advocacy* – influenciar e participar no estabelecimento de prioridades na agenda nacional em assuntos relativos ao VIH/SIDA.
5. Desenvolvimento institucional – reforçar a capacidade das estruturas e os procedimentos para melhorar a performance institucional da MONASO e manter o seu papel de líder na resposta às questões do VIH/SIDA.

A GAS apoia a MONASO a nível central no desenvolvimento de capacidades e competências e a nível provincial, na implementação dos projectos. A GAS proporciona igualmente apoio ao orçamento através do Fundo Comum. A MONASO participou no programa de desenvolvimento do método da GAS. Dos cinco projectos que a GAS apoia, um é financiado através da Embaixada da Suécia (Fundo para a Democracia).

A MONASO recebe financiamentos da Oxfam, Dfid, SAT, USAID e HIVOS. O financiamento da GAS representa uma pequena proporção do apoio total externo.

A MONASO descreve a sua relação com o Governo como sendo actualmente mais aberta e acredita que muitas alterações nas políticas se devem ao seu trabalho de advocacy. Um exemplo referido foi a elaboração da lei de protecção às pessoas com VIH/SIDA que está em aprovação na Assembleia da República. Um outro exemplo apontado como resultado do trabalho dos membros da rede nas províncias é o aumento do número de casos apresentados em tribunal.

Uma abordagem específica relativamente às questões do género foi iniciada em 2006. A documentação da GAS e as propostas apresentadas revelam um apoio directo às mulheres nas organizações.

A MONASO valoriza a sua parceria com a GAS e descreve-a como “indo além” do simples financiamento. O apoio técnico reveste-se de grande importância e eles sentem que podem contar sempre com a GAS que responde rapidamente às solicitações. Apesar das coisas nem sempre correrem da melhor forma, a GAS sente confiança na MONASO.

1.2.1 Exemplos de resultados da MONASO

- Aumento do número de treinadores certificados;
- Prevalência do VIH em Cuamba decresceu de 17% em 2004 para 11% para 2007 em resultado dos métodos;
- Estabelecimento de quatro redes distritais na provincial de Nampula;
- Melhoria da coordenação entre as organizações activas da sociedade civil;
- Melhoria na capacidade da MONASO de trabalhar em rede;
- Melhoria na capacidade dos membros da MONASO para desenvolver propostas de projectos e executar administração financeira;
- Publicação de uma brochura de informação que atraiu mais financiamento para as actividades da MONASO.

A AMODEFA (Associação Moçambicana para o Desenvolvimento da Família) foi estabelecida em 1989 e tem recebido apoio da GAS desde 2004. A AMODEFA pertence à IPPF (Federação Internacional de Paternidade Planeada).

As áreas de intervenção da AMODEFA são basicamente a saúde sexual e reprodutiva e o combate ao VIH/SIDA. A AMODEFA é uma organização “irmã” da RFSU Sueca. A GAS tem apoiado as actividades da AMODEFA em Maputo, mas a cooperação é realizada principalmente a nível provincial – em Cabo Delgado, Pemba, onde estão presentes desde 2004 – através do programa de saúde pública da GAS. O apoio da GAS está principalmente focado no estabelecimento e organização do escritório local, i.e., em capacity building. Um assessor da GAS está baseado em Pemba. Além disso, a GAS financia a formação de activistas da AMODEFA em cinco distritos na parte nordeste da província de Cabo Delgado. A AMODEFA participou no programa de desenvolvimento do método da GAS no âmbito do VIH/SIDA, sexualidade e género. (Nota: a GAS coopera com as autoridades de saúde em Cabo Delgado desde 1993). A equipa de avaliação deslocou-se a Pemba na província de Cabo Delgado, para conhecer localmente a AMODEFA.

Objectivos da AMODEFA:

- Continuar a descentralização da formação de trabalhadores na área da saúde e activistas em cinco distritos localizados no nordeste da província de Cabo Delgado;
- Contribuir para melhorar o acesso aos cuidados de saúde primários no que se refere à saúde sexual e reprodutiva.

Os principais grupos-alvo da AMODEFA são jovens e adolescentes, mulheres em idade fértil, homens, pessoas que convivem com o VIH/SIDA e respectivas famílias, pessoas vulneráveis a doenças sexualmente transmissíveis, órfãos e outras crianças vulneráveis. Em 2007, os principais doadores dos projectos da AMODEFA foram: IPPF, WHO, GAS, ANE, CNCS e WFO. A contribuição financeira da GAS representa aproximadamente 10%.

O primeiro serviço clínico para jovens foi criado pela AMODEFA com o apoio da UNICEF. Este serviço tem feito lobbying junto do Governo para legalizar o aborto e permitir que jovens raparigas grávidas possam frequentar a escola durante o dia.

A AMODEFA é uma organização com estrutura democrática formada por diferentes membros. Tem 33 trabalhadores junto à sede e cerca de 600 voluntários.

Um outro grupo-alvo da AMODEFA são as parteiras e líderes de iniciação femininos, como foi comunicado pela AMODEFA à GAS e por esta à Asdi. O trabalho realizado junto deste grupo-alvo é parte do programa de consciencialização, formação e lobbying e não faz parte de nenhuma componente específica relativa às questões de género.

Em 2005 surgiram dificuldades organizacionais e económicas na AMODEFA. Foi constituído um comité interino, no qual a GAS estava representada. Através do seu fundo para o desenvolvimento organizacional, a GAS contribuiu para a realização de uma auditoria. A GAS é bastante reconhecida por este apoio e também pela sua actual contribuição em assistência técnica. A GAS desempenha um papel significativo como parceira tendo em conta a sua limitada contribuição financeira.

Em 2007, a AMODEFA estava envolvida na implementação dos seguintes projectos:

- a) Na área de *juventude e adolescência*: “Juventude e SRH – Investindo no Futuro”;
- b) Na área de *VIH/SIDA*: “Cuidados de saúde doméstica para PLWHAs nas cidades de Maputo e Matola”, “Educação para a mudança comportamental na Zambézia” e “Prevenção e mitigação do VIH/SIDA para trabalhadores da construção rodoviária na Zambézia”;
- c) Na área de *acesso*: “Formação contínua e serviços integrados em Cabo Delgado”, “Acesso à qualidade de serviços FP/SRH na cidade e província de Maputo” e “Iniciativa para a natalidade segura na província de Gaza”;

- d) Na área de *governança e acreditação*: “Reforçando a capacidade de governança e liderança da AMODEFA” e “Reforçando a capacidade institucional da AMODEFA na programação e gestão de recursos”.

1.2.2 Exemplos de resultados da AMODEFA

- Formação de 12 líderes comunitários em SRH em Mocimboa da Praia e Palma;
- Realização em Pemba de um curso de formação para 24 activistas com duração de uma semana sobre saúde sexual e reprodutiva e cuidados domésticos de saúde;
- Monitoramento e apoio ao pessoal da área de saúde, activistas e líderes políticos anteriormente treinados nos cinco distritos. Foram obtidas bicicletas para os activistas;
- Realização de um curso de formação sobre sexualidade, igualdade de género e VIH/SIDA para 19 membros da AMODEFA;
- Aumento do número de visitas a clínicas de saúde;
- Aumento do planeamento familiar (anteriormente não existia praticamente tempo de pausa entre os nascimentos);
- Aumento do número de visitas a clínicas de saúde por parte de jovens raparigas perguntando sobre planeamento familiar;
- As mulheres procuram as clínicas de saúde não apenas para o parto, mas também para questionar sobre saúde infantil.

A AMEC (Associação Moçambicana para a Educação Comunitária) trabalha com micro crédito na província de Cabo Delgado, Montepuez. O apoio realiza-se no âmbito do programa da GAS na área de economia local e condições de vida. No período 2006–2007 a AMEC recebeu apoio financeiro da GAS no valor de SEK 229.000.

A AMEC surgiu da cooperação da GAS no âmbito do programa EKHURU e do PEC, 2004. Desde 2006, a GAS tem apoiado as actividades da AMEC somente na área do micro crédito, com o objectivo de combater a elevada taxa de desemprego que existe em Cabo Delgado. A AMEC é membro da FOCODE (fórum de ONGs em Cabo Delgado) e da MONASO. A AMEC não tem qualquer outro financiador além da GAS.

O objectivo geral da AMEC é:

- Reforçar a sociedade civil através do apoio a actividades geradoras de rendimentos e desta forma, contribuir para melhorar as condições de vida.

As intervenções da AMEC pretendem contribuir para o desenvolvimento das comunidades através da promoção da democracia e da justiça social e para a mudança das condições sociais, económicas e culturais.

Os grupos-alvo da AMEC são sobretudo pessoas com fracos ou nenhuns rendimentos. Depois da aprovação de uma proposta de micro crédito, a AMEC trabalha junto aos beneficiários e apesar de demonstrar certa flexibilidade, exige trabalho e comprometimento. Na opinião da AMEC, um maior número de mulheres tem conseguido obter micro crédito e por isso são deliberadamente um grupo-alvo preferencial. Neste sentido, as condições de acesso ao micro crédito na AMEC são ligeiramente diferenciadas entre homens e mulheres. A par do micro crédito, a AMEC presta apoio através da formação em administração financeira e desenvolvimento organizacional. De acordo com a AMEC, os juros do micro crédito irão financiar os empréstimos em poucos anos.

A AMEC é uma organização pequena. A análise dos relatórios e as discussões mantidas com a AMEC e com a GAS revelam enormes necessidades de capacitação. Poucos membros e activistas possuem experiência anterior em associações e uma grande parte do trabalho depende dos activistas. No seu apoio à AMEC a GAS tem vindo a priorizar as propostas de projectos que visam melhorar esta situação. Assim, a AMEC participa no programa de formação da GAS em organização e capacity building, incluindo administração financeira e conhecimento geral dos direitos e obrigações das associações. A AMEC considera este programa de formação crucial para o seu desenvolvimento organizacional e acredita que pode consultar a GAS de modo ad hoc para outros tipos de dificuldades.

1.2.3 Exemplos de resultados da AMEC

- Em 2006, 24 grupos receberam créditos (dos quais 14 novos). Em 2007, foram concedidos 30 créditos (10 antigos e 20 novos);
- Em 2006, 60% dos credores reembolsaram as respectivas prestações e em 2007 esta percentagem subiu para 65%;
- 65 indivíduos receberam formação em negócios e finanças de pequena escala;
- Os grupos que contraíram empréstimos melhoraram as suas condições de vida através de uma maior produção nos seus negócios de pequena escala;
- A produção agrícola aumentou;
- Um número crescente de mulheres tem vindo a aumentar a sua contribuição para o sustento da família;
- Como organização associativa, a AMEC conseguiu melhorar as suas capacidades e conhecimentos.

1.3 Eficácia

A análise seguinte responde às questões na ordem em que elas vêm estipuladas nos ToR.

O apoio da GAS deixou de orientar-se para as instituições governamentais para se concentrar na sociedade civil. Este processo resultou em novas parcerias bem como em novas actividades, focando o reforço das organizações e dos grupos-alvo, conduzindo ao desenvolvimento de capacidades que permitem a melhoria das condições de vida e o empowerment da sociedade civil. Acredita-se que estes resultados estão em conformidade com os objectivos nacionais da GAS e com o objectivo geral da SIDA/SEKA. Crê-se na eficácia dos resultados porque:

- Os três parceiros da GAS avaliados expressaram que o planeamento, a implementação e o monitoramento das actividades é realizado em estreita colaboração entre a GAS e os seus parceiros. Esta conclusão também se encontra documentada nos relatórios da GAS. A equipa de avaliação acredita que a estreita parceria permite o feed back mútuo relativamente às estratégias, métodos, meios e objectivos para se alcançarem os resultados. Além disso, as actividades realizam-se junto das populações e comunidades locais, para permitir que as pessoas pobres melhorem as suas condições de vida;
- A melhoria das capacidades da AMOFEFA, da MONASO e da AMEC permitiu aperfeiçoar o apoio aos seus membros, o que por sua vez conduziu à implementação de actividades melhor direccionadas às necessidades. Exemplos de resultados: acesso a líderes comunitários, cooperação com líderes de iniciação femininos, aumento do número de visitas às clínicas de saúde, aumento do número de pedidos de jovens raparigas, mulheres e mães para planeamento familiar;

- O aumento do número de pessoas conscientes dos seus direitos legais no que se refere ao VIH/SIDA, que se traduziu numa maior reivindicação desses direitos está em sintonia com os objectivos da GAS. Ainda é muito cedo para determinar se parcerias alternativas poderiam ter sido mais eficazes na concretização dos objectivos da GAS, uma vez que a cooperação com a sociedade civil é ainda muito recente. As ONGs em Moçambique são ainda relativamente frágeis e a equipa de avaliação acredita que é uma boa estratégia escolher parceiros relativamente fortes e com capacidade de alcançar resultados.

1.4 Relevância

A análise seguinte responde às questões na ordem em que elas vêm estipuladas nos ToR.

A equipa de avaliação considerou o programa da GAS como sendo relevante no contexto local:

- Moçambique continua a debater-se para lidar adequadamente com a fome, educação, questões de género, VIH/SIDA, acesso a água potável e desenvolvimento sustentável. A epidemia do VIH/SIDA infectou cerca de 16% da população. Isto tem um enorme impacto em todas as vertentes da sociedade, particularmente ao nível dos cuidados de saúde que são dolorosamente inadequados. Por exemplo, de acordo com dados do PNUD, existem apenas três médicos por cada 100.000 habitantes e mais de 50% das crianças nascem na ausência de pessoal médico qualificado. A pobreza é ainda um fenómeno predominantemente rural de acordo com o IFAD (Fundo de Desenvolvimento Agrícola Internacional). Os objectivos dos parceiros da GAS e respectivos programas dirigem-se ao alívio destas necessidades e os projectos são implementados junto das áreas rurais;
- Os três parceiros avaliados acreditam que os grupos-alvo, por exemplo líderes comunitários, parteiras e líderes de iniciação, têm influência e poder significativos para provocar a mudança na sociedade local. Por esta razão, métodos participativos específicos são utilizados para se trabalhar com os líderes comunitários. Como resultado dos esforços dirigidos a grupos específicos e do envolvimento dos líderes comunitários, verificou-se um aumento do número de pessoas reivindicando os seus direitos em relação ao VIH/SIDA, aumento do número de visitas às clínicas de saúde, aumento do número de pedidos para planeamento familiar, etc. Estes resultados e a documentação analisada revelam nitidamente uma alteração no comportamento das pessoas;
- Os intervenientes governamentais estão principalmente representados através do Conselho Nacional do Combate à SIDA e do Ministério da Saúde. Segundo aquilo que a equipa de avaliação conseguiu apurar, através de entrevistas e documentação, existe um envolvimento de ambas as instituições. As ONGs desempenham o papel da sociedade civil e fazem parte do trabalho que pertence ao Governo. No entanto, esta situação é ainda considerada normal numa sociedade em que as necessidades ultrapassam largamente a capacidade de resposta do Governo.

1.5 Sustentabilidade

A análise seguinte responde às questões na ordem em que elas vêm estipuladas nos ToR.

- A relação de cooperação entre a GAS e os seus parceiros caracteriza-se por ser uma verdadeira e singular parceria. Tem como valor acrescentado o facto de permitir, além do mero financiamento, trilhar caminhos e aprender com os erros, dialogar amplamente sobre as questões importantes e implementar os projectos com flexibilidade e elevado nível de confiança. Isto foi confirmado pelos grupos-alvo, pelos parceiros e por peritos de avaliação e outros intervenientes externos;
- A questão sobre as probabilidades de sustentabilidade, incluindo os benefícios de longo-prazo, foi avaliada com base no desenvolvimento de capacidades. O desenvolvimento de capacidades é fundamental para fomentar a responsabilidade local pela mudança e pela reforma de um modo

sustentado. Se os projectos procuram promover o desenvolvimento institucional e melhorar as capacidades dos indivíduos, das organizações e da sociedade em resolver problemas, desempenhar funções e atingir resultados, então existem probabilidades de sustentabilidade;

- Uma abordagem significativa para aumentar as probabilidades de sustentabilidade é focar a acção no desenvolvimento das capacidades. Pode afirmar-se que a GAS coloca ênfase no desenvolvimento das capacidades e no fomento da responsabilidade através dos seus programas, projectos e relações locais de parceria. Considera-se que a escolha dos parceiros estratégicos e o estabelecimento gradual de princípios e abordagens comuns, que pode evoluir para uma parceria, aumenta as probabilidades de sustentabilidade;
- A GAS contribui para o reforço institucional dos seus parceiros de diversas formas, por exemplo, através de assistência técnica a determinadas componentes dos projectos, estando presente e acessível nas discussões com os parceiros durante a implementação e facilitando a utilização de consultores externos para apoiar o desenvolvimento de capacidades nas organizações. No caso da MONASO e da AMODEFA, a GAS escolheu duas ONGs relativamente fortes. O apoio financeiro da GAS a estas organizações é, em termos absolutos, menor quando comparado com as contribuições de outros doadores. O visível reforço institucional destas organizações contribui para um efeito sustentável a longo-prazo;
- A AMEC é uma organização bastante mais frágil e ainda depende largamente do apoio financeiro e institucional da GAS. É possível, mas não totalmente certo, que se o desenvolvimento das capacidades da AMEC melhorar, a organização poderá prestar maior apoio aos grupos beneficiários do micro crédito. Se dentro de alguns anos, como pretendido, então a cooperação será provavelmente sustentável.

1.6 Impacto

A análise seguinte responde às questões na ordem em que elas vêm estipuladas nos ToR.

- Acredita-se que o provável impacto varia ao nível dos programas e projectos financiados pela GAS. No entanto existe visivelmente maior consciencialização, empenhamento e empowerment nos grupos e indivíduos aos quais as intervenções para o desenvolvimento se dirigem. Isto nota-se nos resultados descritos acima e é consistente com os objectivos gerais dos programas da GAS;
- É igualmente consistente com os objectivos das organizações parceiras (ver acima os respectivos objectivos das organizações avaliadas). Os objectivos, quer da GAS, quer dos parceiros, quer ainda dos parceiros dos parceiros, estão relacionados e ligados entre si e admite-se que os resultados causem impacto na concretização do objectivo global da GAS;
- Exemplos de possíveis efeitos positivos são o aumento das possibilidades das pessoas gerarem os seus próprios rendimentos, melhorai das condições de vida e maior acesso aos cuidados de saúde. A institucionalização e sustentabilização destes efeitos implicaram vastos recursos em capacity building e desenvolvimento organizacional e requer outras intervenções no futuro. A GAS e os seus parceiros estão conscientes deste facto e elegeram-no como prioridade. A equipa de avaliação acredita que isto revela a capacidade e adaptabilidade da GAS e dos seus parceiros

1.7 Eficiência

Não existem questões específicas nos ToR relacionadas com a eficiência, no entanto, trata-se de um critério inter-relacionado com as outras áreas-chave da avaliação. A avaliação realizada permite constatar a existência de eficiência em termos gerais, mas relativamente a este critério, não foi efectuada uma análise detalhada.

A comparação entre o financiamento proporcionado pela GAS aos seus parceiros em 2006–2007 (MONASO: SEK 700.000; AMODEFA: SEK 735 000; AMEC: SEK 229.000) com o impacto e os resultados alcançados, permite concluir que a cooperação e as intervenções junto das comunidades locais são eficientes. Considera-se que um menor volume de recursos teria um impacto negativo na quantidade e na qualidade dos resultados. Todos os parceiros avaliados utilizam recursos humanos nas suas actividades de desenvolvimento a custo zero, planeadas desde o início.

É pouco provável que um outro tipo de intervenção ou modelo de cooperação pudesse resolver os mesmos problemas de desenvolvimento a um custo menor. As capacidades e as competências relativamente elevadas nas ONGs para identificar o que é relevante e aprender continuamente permitem que as intervenções sejam apropriadas a este tipo de apoio ao desenvolvimento. Desta forma, considera-se que a cooperação é eficiente na identificação das prioridades e na escolha mais económica dos recursos.

Anexo 1 GAS Moçambique – Pessoas Entrevistadas

Pessoal da GAS em Maputo

Gitte Byg de Araújo, Coordenadora e Representante do País;
Simone Santos, Oficial de Programa e de Desenvolvimento Organizacional;
Telma Alegre, Oficial de Programa;
Johan, Oficial de Informação 50% / UNAC 50%;
Ola Johanson, Oficial de Finanças;
Andreas Bergqvist, Oficial Administrativo;
Sofia, Secretária;
Melos, Auxiliar de Escritório.

Parceiros da GAS

MONASO (Rede Moçambicana de Organizações contra a SIDA, Rede de Organizações Moçambicanas de Serviços contra a SIDA)

Alice Ripanga, Presidente;
Marcella, Coordenadora de *Capacity Building* da Região Norte;
Luís Abreu, Director de Programa;
Roberto Paulo, Coordenador de *Advocacy*.

Em relação à MONASO foram ainda entrevistados:

Diogo Milagre, Secretário Executivo Adjunto, Conselho Nacional do Combate à SIDA (CNCS);
Leonardo Chavane, Director Nacional, Ministério da Saúde;
Paulus Berglöf, Embaixada da Suécia, Maputo;
Bram Naidoo, Embaixada da Suécia, Maputo.

AMODEFA (Associação Moçambicana para o Desenvolvimento da Família)

Na AMODEFA em Maputo:

Cecília Castanheira Bilale, Directora Executiva;
Marcello, Director de Programa Interino;
Estêvão, Coordenador do Programa de Juventude;
Alberto Maurício Langa, Financeiro.

Na AMODEFA em Pemba, Província de Cabo Delgado:

Nico Agostinho Saide, Secretário Juvenil;
Msafir Issa, Contabilista;
Anica Faqui, Membro;
Relia Edrisse, Membro;

Lattfo Feleciano, Activista;
Nur Ammin Cadre, Activista;
Foinn Ibraimmo, Activista;
Palmira F. Eduardo, Activista;
Annaldo do Cei, Coordenador;
Assane Simão da Silva, Presidente;
Baisima Deolina, Vice-presidente.

Em relação à AMODEFA foram ainda entrevistados:

Diogo Milagre, Secretário Executivo Adjunto, Conselho Nacional contra a SIDA (CNCS);
Leonardo Chavane, Director Nacional, Ministério da Saúde;
Paulus Berglöf, Embaixada da Suécia, Maputo;
Bram Naidoo, Embaixada da Suécia, Maputo.

AMEC (Associação Moçambicana para a Educação Comunitária, Montepuez)

Em Montepuez na província de Cabo Delgado, foram entrevistados:

Maria de Lundes Vingilio, Vice-presidente;
Maria de Lundes José Namarocolo, Membro;
Isac Jorge Jacinto Nicole, Membro;
Miguel Fernando Tavantes, Membro;
Manuel Waite Simmail, Membro;
Francesco Vicente, Membro;
Candida Lemana Benjamin, Contabilista;
Cecílio Celestina, Membro;
Adencio Jesuino Adencio, Membro;
João Baptista Albino, Presidente;
Rosa Modesto António, Membro.

Em Montepuez relativamente à AMEC foi ainda entrevistado:

Fernando T. Natal, Administrador Governamental de Montepuez.

Anexo 2 Programa da Moçambique

Programa para os consultores do SIPU Avaliação da GAS Moçambique – Agosto 2008

Dia	Data	Hora	Organização	Pessoa	Posição	Actividade	Local	Telefone
Segunda	25	08.30	GAS	Pessoal da AGS SA Coord, POs & Info, OD		Reunião/Entrevista	Escritório da GAS, Amílcar Cabral 865, Maputo	21321423
	14.30–17.00		MONASO	Alice Ripanga	Presidente	Reunião/Entrevista	Maputo	
				Ana David	Coordenadora	Reunião/Entrevista	Maputo	
				Luís Abreu	Director de Programa	Reunião/Entrevista	Maputo	82 6255721
				Roberto Paulo	Educação	Reunião/Entrevista	Maputo	82 6025400
Terça	26	06.00–09.25	Viagem aérea/LAM			Viagem para Pemba		
		09.30–11.30	Transporte terrestre	Elisabete da Rocha		Viagem para Montepuez		82 9320690
			Governo	Fernando T. Natal	Administrador	Reunião/Entrevista	Montepuez	
			AMEC	Baptista	Coordenador	Reunião/Entrevista		
			AMEC		Grupo alvo	Reunião/Entrevista		
			AMEC		Grupo alvo	Visita no terreno		
	16.00–17.00		Transporte terrestre	Elisabete da Rocha		Viagem para Pemba		82 9320690
			AMODEFA	Ulla-Greta Rönqvist	Assessora	Reunião/Entrevista	Pemba	82 6106424
Quarta	27	08.00–11.30	AMODEFA	Arnalda + Membros	Cordenador + Presidente + Membros	Reunião/Entrevista	Pemba	
	12.00		Transporte terrestre	Elisabete da Rocha		Aeroporto		
	13.50–18.00		Viagem aérea/LAM			Viagem para Maputo		
Quinta	28	08.30–12.00	AMODEFA	Marcello	Director de Programa Interino	Reunião/Entrevista	Maputo	82 4671660
				Estêvão	Coordenador do Programa Juventude	Reunião/Entrevista	Maputo	84 8835805
				Cecilia	Coordenador	Reunião/Entrevista	Maputo	
					Grupo alvo + Membros			
	13.30–15.00		Embaixada	Paulos Berglöf + Bram		Reunião/Entrevista	Maputo	
	15.30–17.00		Ministério da Saúde	Leonardo Chavane	Director Nacional	Reunião/Entrevista	Maputo	
Sexta	29	07.30–09.30	CNCS	Diogo	Secretário Executivo Adjunto	Reunião/Entrevista	Maputo	
	10.00–12.00				Parceiros e pessoal da GAS	Reunião/Entrevista	Escritório da GAS	
	14.00–?				Pessoal da GAS	Relatório de missão	Escritório da GAS	

Anexo 3 Informação e Documentação usadas na Avaliação e Validação

Documentação		
Asdi	GAS	Organizações parceiras
Perspectivas sobre a pobreza;	Plano estratégico;	Documentos dos projectos;
A política da Asdi para a sociedade civil;	Plano operacional;	Planos dos projectos;
Acordos, memorandos e decisões da ASDI;	Política para o VIH/SIDA;	Planos anuais;
Instruções e orientações do SEKA/EO;	Política para a igualdade de género;	Relatórios dos projectos;
PGU;	Proposta quadro;	Orçamentos anuais e dos projectos;
Declaração de Paris.	Propostas dos projectos;	Relatórios anuais;
	Relatórios finais;	Mandato organizacional;
	Relatórios anuais;	Organigramas.
	Documentos de monitoria e acompanhamento.	Muitas das organizações parceiras da GAS recebem financiamento de várias outras fontes como organizações doadoras e até do próprio Governo. Para efeitos de validação, a equipa de avaliação estudou e analisou os relatórios das organizações parceiras da GAS para outros doadores.

País/Região específica	Avaliações independentes foram utilizadas para triangulação e referência cruzada assim como informação contextual útil
Políticas e estratégias relevantes para os programas da GAS em Moçambique e na África do Sul.	"Avaliando o apoio da Ikhala Trust ao sector beneficiário da Saúde e VIH/SIDA", Setembro 2006; "Uma revisão do Programa de Desenvolvimento Organizacional na África do Sul da Grupos África da Suécia", de C. Foulis e C. Collingwood, Maio 2007; "Avaliação Externa do BRC 2004–2006", de Nyoini, Maart e Velcich. Comissionado pelo Humanistisch Instituut voor Ont Ikkelingssamenwerking, HIVOS, Agosto 2007; Avaliação do ECARP, de D. Hallowes, Novembro 2006; Informação sobre o actual processo de acreditação da AMODEFA junto da IPPF (Federação Internacional de Paternidade Planeada); Estudo sobre o futuro trabalho da GAS na área de desenvolvimento local e condições de vida nas províncias do Nordeste de Moçambique, de Connie Dupont, 2006; Norberto Mahalambe e Joaquim Fernandes contribuíram com informação útil e relevante, particularmente em relação à AMEC.

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