

**Scanteam**

# **Empowering Communities**

**Thematic evaluation of BN's  
integrated projects 2004 - 2005**



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## FOREWORDS

Integrated projects (IP) aim at empowering the local communities. IP is an effort in mobilising many sectors in the community at the same time, like health, alphabetisation and farming. The IP approach is about taking the people seriously, meeting their needs and developing their potentials.

IPs in Norwegian Missions in Development (BN) are small scale efforts and cannot be compared with the large development programmes run by the Norad in Tanzania or Sri Lanka in the 1980s. But IPs are important to the BN members. In 2005 29 IPs were run by nine of BNs 16 member organisations on three continents, about one-third of the BN budget. The variation in project design and thematic priorities is great. It has thus been important for BN to conduct a thematic evaluation of this project category.

The evaluation has been carried out in two phases; in 2004 projects in Africa and Latin-America were assessed and in 2005 the projects in Asia were added. Thanks to Anne Mossige and Erik Whist from Scanteam who have made this evaluation a learning process for all involved.

The evaluation supports the IP model as a beneficiary approach to meet needs in the local communities, populated by poor people, often marginalized and ethnic minorities. The main challenge is to define the roles of the local partner. IPs are complex projects to run and the activities must be in balance with the capacity of the local organisation. There is a need to cooperate more between projects and between partners and member organisation.

BN believe the report will give all IP stakeholders a better overview of this type of development work and that it will challenge both for partners, member organisations and BN in continuous improvement and learning. Hopefully it will be a milestone in BNs work with IPs.

Oddvar Espegren

Secretary General in BN  
Oslo April 2006



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## ACRONYMS AND ABBREVIATIONS

AIEC	Asociacion d'Indigenas Evangelicos de Cañar
AR	Areopagos
BN	Norwegian Missions in Development (Bistandsnemnda)
BNELC	Bangladesh Northern Evangelic Lutheran Church
BNELC DF	Bangladesh Northern Evangelic Lutheran Church Development Foundation
CBHC	Community based health care
CHE(D)	Community Health and Education (Development)
CELPA	Pentecostal church in Africa, based in D.R.Congo (La Communauté des Eglises Libres de Pentecôte en Afrique)
DELFI	The Evangelical Lutheran Free Church of Norway (Den Evangelisk Lutherske Frikirke)
DRC	Democratic Republic of Congo
EECMY	Ethiopian Evangelical Church Mekane Yesus
ELCK	Evangelical Lutheran Church in Kenya
FGM	Female genital mutilation
FLM	Fiangonana Luterana Malagasy (The Lutheran Church in Madagascar)
FSFWSB	The Fine and Semi Fine Wool Sheep Breeders' Association
IECEL	Iglesia Cristiana Evangelica Luterana
IEL	Iglesia Evangelica Luterana
IP	Integrated Project
LWSI	Lutheran World Service, India
MELM	Lutheran Evangelical Mission of Mali (Mission Evangélique Luthérienne du Mali)
MO	Mission Organisation in Norway
NELC	Northern Evangelical Lutheran Church
NGO	Non-Governmental Organization
NHAM	Norwegian Himal-Asian Mission (Den Norske Tibetmisjon)
NLM	Norwegian Lutheran Mission (Norsk Luthersk Misjonssamband)
NMA	Norwegian Mission Alliance (Misjonsalliansen)
NMS	Norwegian Missionary Society (Det Norske Misjonsselskap)
PAO	Poverty Alleviating Office (local government office, China)





PDIHK	Project de Développement Intégré Hairé et Konna (NMS' project in Mali)
PIP	Pokot Integrated Project
PRA	Participatory Rural Appraisal
PYM	The Pentecostal Foreign Mission of Norway (De Norske Pinsemenigheters YtreMisjon)
SA	Salvation Army (Frelsesarméen)
SDP	Selenge Development Program (NLM project in Mongolia)
SOFABA	Integrated Village Development Program Bara (NMS project in Madagascar)
TB	Tuberculosis
TOR	Terms of Reference
VDA	Village Development Agent
VDC	Village Development Committee
YYEDP	Yuan Yang Environmental Management Program (NLM project in China)
ZTCDP	Zhao Tong Community Development Program (NLM project in China)



## EXECUTIVE SUMMARY

This thematic evaluation addresses integrated development projects. The evaluation's mandate was to identify the strengths and weaknesses of the BN supported integrated projects in order to find out: (i) whether this is a relevant and effective way of conducting development work and (ii) whether the way the BN member organizations (MO) – with the support of BN – is managing such projects is good.

In 2005, BN supported 25 Integrated Projects (IP). This is around 15 % of BN's total project portfolio with a total value of about 39 million NOK, which is 30 % of the annual BN project budget.

This evaluation includes 29 integrated projects financed by nine BN member organizations that are AR, DELE, NHAM, NLM, NMA, NMS, Normisjon, SA, and PYM. 12 of the reviewed projects are in Asia, 11 in Africa and six in Latin America. 18 projects are ongoing and 11 are closed.

## MAIN FINDING AND RECOMMENDATION

### Project level

- This review shows that BN's integrated projects, their objectives, approaches, sectors, and activities are generally very relevant for and benefit the target population.
- The projects' focus on improving the living conditions and empowering and building the capacities of very poor, marginal and often ethnic groups that live in remote rural areas with minimal infrastructure and limited access to social services is very commendable.
- The project objectives and activities are also in accordance with NORAD's and the respective country's policies and strategies related to poverty alleviation.
- Some of the projects provide good case examples related to poverty reduction at community level. These cases should be documented and disseminated to a wide audience.

### Organizational level

- The main challenge for the MOs is the role of the local partner. About half of the projects have closely involved its local partner in the different project stages and are dependent on the partner that administers and execute the project. The other projects have weak partners with limited involvement in the project. Many of these are in Africa. In most of these cases the partner is a church that does not have the capacities to manage such projects adequately. This raises serious questions about the institutional strength of these churches and the sustainability of the projects' activities and achievements.
- It seems that MOs may choose between four strategic alternatives. The first alternative may be to support the development of an evangelic NGO to become a professional local development agent capable of planning, managing and sustaining complex multisectorial integrated projects. The second alternative may be to have the local or national government and its technical administration as the local partner who administers and executes the project, and follows-up after the project phases out. The third alternative may be to focus the support on the partner church and to finance only those projects where the church has been actively involved in identifying and



planning the project and will be in charge of the management of the project. The overall scope of such a project must be within the institutional and administrative capacity and capability of the church. This would be smaller projects limited to only a few sectors and with few components. The fourth alternative would be to launch a multisectoral integrated project with heavy involvement of the church with the objective to develop the church's technical and administrative skills for such complex projects.

## **OTHER FINDINGS AND RECOMMENDATIONS**

All the MOs that have integrated projects will by 2007 develop their own specific and coherent strategy for these projects. Already now some MOs have developed their own strategy for integrated projects.

The MOs generally define integrated projects as local community development projects that: (i) are based on the essential needs of the community members; (ii) cover not only one but several sectors at the same time and integrate these; (iii) have the beneficiaries participating in the project's various phases; (iv) focus on empowering the target communities and developing their capacities, often by building and strengthening local community based organizations; and (v) rotate geographically and/or change the composition of sectors over time.

In comparison with other more sector projects, the MOs claim that an integrated project is generally a better and more effective approach in terms of meeting the basic needs of poor local communities and in building their capacities and in empowering them.

Most often the projects are located in remote and resource poor rural areas with minimal infrastructure. Most are located in the poorest regions of their country.

Most projects' overall goal is the improvement of living conditions for the target population. Specific objectives comprise improvement of social services and increased incomes, most often based on agricultural production. Some projects, in particular those in Asia, include empowerment and capacity building of local communities as project goals.

All the reviewed projects address at least two sectors and most projects between two and five. The main sectors are health, education and agriculture. Some of the projects in Asia and Africa cover a wider range of sectors than those in Latin America.

The multi-sectoral approach is an important aspect as poverty alleviation at local community level can rarely be achieved by focusing on one single sector. Generally, integrated projects should cover a minimum of two and preferably three or more sector; but also limit the number to only those they do well and involve collaborating partners and other development actors in the other sectors.

Most projects have an annual budget of less than two million NOK. More than half of the project budgets in Asia are of less than one million NOK.

The participation of local community members is an important part of integrated projects. For some projects the beneficiaries are involved in all of the project phases. Several projects can improve the participation of beneficiaries, in particular in overall decision making and management of the project and in the project planning and design. Some projects in Asia and Latin America provide good case studies.

Most projects have a gender strategy. Some target women and gender issues from the very onset. Most of these are in Asia. Several projects can put more efforts into targeting and involving local women in general project activities



and in decision making bodies of project and beneficiary organizations.

There are important variations in the organizational set-up between the reviewed projects. 13 of the projects have chosen a church as its local partner. This includes most projects in Africa. An NGO is the partner for 11 projects; most of these are in Asia. The local or central government is the partner in five projects of which four are in Asia. Three projects in Asia have two sets of partners.

A strong collaboration and involvement of the local project partner can provide a crucial development arm for project activities, strengthen local capacities, and improve sustainability of project activities and achievements.

Many projects closely involve the partner in the project's preparation, execution and management. These partners have often become professional and responsible partners in the fields of community development. Some projects have done a strategic choice of partner; some have focused on closely involving and training the project partner from the very onset or seriously addressed the need of the partner to be more involved at a later phase.

Other projects, in particular those in Africa, have some way to go in adequately involving and in equipping their partners. Many of these projects have an inexperienced and organizationally weak local church as partner and have often not addressed the church's need for organizational development.

The great majority of the projects report to cooperate with the local or national government, often their technical services, who are first and foremost involved in project preparation and design, secondly in the planning of activities at field level, and thirdly in the actual implementation of activities. This collaboration is important in creating synergies, strengthening project activities, in cross fertilization and in ensuring follow-up and sustainability of project activities and investments. Some projects, in particular in Asia and Latin America, have binding agreements with the authorities for implementation, follow-up or take over of project activities. The authorities are the main partner in five projects, four in Asia and one in Africa.

About half of the projects are dependent on their local partner organizations that are strong and often administer and implement the projects. This includes many projects in Asia, the NMA projects in Bolivia and Ecuador, NLM's Pokot project in Kenya and finally PYM's CELPA program in DRC. Most of the other projects, in particular those in Africa, have often weak partners and the projects cooperate more directly with the MO in the country or in Norway. In these cases the MOs should carefully consider their role and involvement in the different stages of the project cycle.

Almost all the reviewed projects apply different techniques and methodologies related to stakeholder participation and training methodologies and techniques. Most projects undertake activities to develop and strengthen community based organizations. Improved skills of individuals and capacity building of grass root organizations were reported as some of the most important project achievements by many projects.

Several of the participatory methods and methodologies should be documented and distributed widely.

By closely involving the partner and other cooperating organizations and by building networks and synergies with them and other actors, some projects, such as the Zhao Tong Project in China, have demonstrated that their participatory approaches and methodologies can become widespread and have a significant multiplier effect.

Nearly all projects target women and/or women groups. More efforts, especially by projects in Latin America and Africa, should go into involving women in general training activities and in beneficiary organizations, in particular in the agricultural sector and in decision making bodies.

Although many projects have the local church as its partner, very few projects target church organizations and their



leaders with skill development.

In spite of many positive and encouraging findings, there are still possibilities to improve and strengthen the training skills, participatory approaches and methodologies of several projects, partners, collaborating organizations and MOs. Many projects provide important “best or good cases” and useful lessons learned related to training, stakeholder involvement, and various participatory approaches and methodologies. The MOs and projects should be conscious of the considerable time and efforts required to develop viable community organizations in poor and remote areas with often high illiteracy levels.

The beneficiaries contribute in cash and/or kind and/or labor in all the reviewed projects. It is only in Bolivia and China where the local governments contribute matching funds to project activities.

Geographical and sectoral rotation is an important aspect of many integrated projects and can increase the number of beneficiary communities, reduce project dependency and improve stakeholder involvement and ownership. Many of the projects that are either in the testing stage or that have not yet considered rotating should learn from the experiences of the projects that have developed sound rotational approaches. In planning and implementing projects, efforts should be made to explicitly identify linkages and integration between sectors and activities and how synergies between these can be attained.

Almost all the projects have strategies for ensuring sustainability of project achievements and activities. Most projects focus on the training of communities or partner for follow up and training of beneficiaries in operation and maintenance. A few have agreements with other institutions on budget for maintenance.

There are important regional differences concerning the projects’ confidence that beneficiaries, partners and/or cooperating authorities can ensure follow-up and sustainability. Projects in Asia, in particular and Latin America are more confident that beneficiaries are capable and committed to ensuring sustainability. Many projects in Africa find that the local partner has limited possibilities to ensure sustainability, while in Asia and Latin America more projects have confidence that the partner has follow-up mechanisms. Projects in these two continents have a much higher confidence in local authorities. These projects often work more closely with the authorities, either as the main partner or as one of the collaborating partners. Their responsibilities to ensure sustainability have often been included in agreements.

Although many findings related to sustainability of the projects’ activities and achievements are positive and encouraging, they also indicate that there is a considerable room for improving this aspect for several projects.

Following the evaluation’s main findings, BN should consider assisting its MOs, the projects and partners to:

- (i) develop a practical guideline for planning and implementing integrated projects;
- (ii) develop good impact and other indicators and monitor and document project achievements and impacts;
- (iii) organize various fora in Norway and if possible in relevant countries and regions to exchange experiences and disseminate best case studies;
- (iv) develop and disseminate best practice case studies to projects, partners and MOs – and often to a wider audience;
- (v) encourage exchange visits between relevant projects and promote visits to relevant projects of other development actors; and
- (vi) continue supporting and promoting organizational development of the MOs’ partners.



## 1. INTRODUCTION

### 1.1. Background, Terms of Reference and structure of report

The Norwegian Missions in Development (BN) is an umbrella organization uniting 16 Norwegian missionary organizations. BN provides support and ensures the quality of the member organizations' (MO) diaconal development projects which are funded by public development assistance.

In 2005, BN supported 25 Integrated Projects (IP). This is around 15 % of BN's total project portfolio with a total value of about 39 million NOK, which is 30 % of the annual BN project budget.

In May 2004 BN sent out an invitation for a thematic evaluation of integrated projects. In the invitation from BN the objective of the evaluation is stated as follows:

The evaluation should identify strengths and weaknesses of integrated projects and through this conclude whether this is a relevant and effective way of conducting development work. This should also include whether the way the BN member organizations – with the support of BN – is good.

The evaluation should address these questions both at the organizational level and the project level.

The Terms of Reference (TOR) for the 2004 evaluation is expressed in the following two documents from BN: (i) Invitation for the Thematic Evaluation and (ii) Description of the Thematic Evaluation ([BN, 2004](#)).

This evaluation includes 29 integrated projects financed by nine BN member organizations as shown in Annex 4. 18 of the projects are ongoing and 11 are closed. The evaluation in 2004 was a first phase and included 17 projects, 11 in Africa and six in Latin America. In 2005, the evaluation's second phase was carried out to include the review of the MOs' 12 integrated projects in Asia.

This report comprises the findings from the two phases of the evaluation and has the following structure: Chapter 2 provides the main characteristics of the 17 integrated projects, including the MOs' definition of and priority to integrated projects, target areas and population, main project objectives and sectors, and organizational set up. Chapter 3, 4, and 5 comprise the findings of the evaluation. The projects' organizations and cooperation with stakeholders are reviewed in Chapter 3. Chapter 4 focuses on project approaches and methodologies. Chapter 5 addresses in particular the issue of sustainability of the projects' activities and achievements. Chapter 6, which is the last, sums up the evaluation's conclusions and recommendations.

### 1.2. Evaluation methodology

The methodology for the evaluation has included the following elements:

- (i) Review of member organizations' strategy documents, project documents, reports and evaluations;





- (ii) Interviews of BN and the nine member organizations with integrated projects included in this evaluation;
- (iii) Questionnaires by e-mail to member organizations' satellites (country offices) and partners as well as project directors; and
- (iv) Field visits for approximately one week to each of the following six projects: In 2004: NMA's Integrated Development, Interandean Valleys and NLM's Integrated Rural Development Program of Tinguipaya (Prodecit), both projects are in Bolivia; NMS' Integrated Village Development program Bara (SOFABA) in Madagascar and NLM's Pokot Integrated Program in Kenya. In 2005: NLM's Zhao Tong Community Development Project (ZTDP) and Yuan Yang Environmental Program (YYEP), both in the Yunnan province in south-west China.

In 2004, the selection of projects in Africa and Latin America was based on the need for both including projects of each of the three major organizations (NMA; NLM and NMS) and that the selected projects together cover the various project phases.

In 2005, it was decided to visit ongoing integrated projects in China as most of them have the local governments as the local project partner.

In this report, data related to the integrated projects in Africa and Asia were collected in 2004 while information related to the Asian projects dates from 2005.

Methodological constraints. The use of questionnaires without follow-up interviews gives much room for self evaluation at project level which implies some limitations with regard to objectivity. The questions have to a certain extent been open questions in order to get as many ideas as possible. This limits the answers' validity as well as the consistency when comparing answers. Some of the projects were already closed some time ago, consequently the answers' reliability and validity can be questionable.

In addition to the above, it is important to stress that this is a thematic evaluation. Consequently the intention is not an in-depth evaluation of individual projects, which would have allowed the evaluation to make more explicit best case studies and more comprehensive reviews of individual project achievements and impact, implementation experiences, and individual project approaches and methodologies.

### **1.3. Brief overview of the Member Organizations and their integrated projects**

The nine BN member organizations that support the integrated projects in this review are: AR, DELF, NHAM, NLM, NMA, NMS, Normisjon, PYM and SA. This section provides a brief overview of these MOs and their integrated projects. Annex 4 gives a more detailed overview of the MOs, their strategies for development cooperation and the main characteristics of their integrated projects.

**Areopagos (AR) – China.** AR's development assistance is mainly in China where it is involved in the ongoing integrated "Mind and Body" projects. Each project serves three or more villages by providing a centrally located primary school, one clinic and one women's center. The local partner is the Amity foundation, a semi-official NGO.

**The Evangelical Lutheran Free Church of Norway (DELF) – Ethiopia.** DELF had one integrated project in Ethiopia, the Balo Jiganfoi and Didessa Valley Integrated Development project. The project was located in the remote Blue Nile valley region and was closed in 2004. The project covered health and rural development activities. The project's local partner was the Central Synod of the Ethiopia Evangelical Church (EECMY). DELF is the co-partner with NMS in the PDIHK project in Mali





**The Norwegian Himal-Asia Mission (NHAM<sup>1</sup>) – Tibet.** NHAM is a diaconate professional mission and sends out Christian professionals in the Himal region. In China, NHAM's Development Project in Tibet covers water supply and sanitation, village electrification, education and training, health, irrigation, and forestry activities in the Qomolangma Nature Preserve Area. The partner is the local government. The implementing agency is World Concern, a non-profit organization.

**The Norwegian Lutheran Mission (NLM) - Bolivia, China, Ethiopia, Kenya, Mongolia and Peru.** With its seven integrated projects, NLM is responsible for the highest number of integrated projects covered by this review. In 2005 NLM had the fourth largest total budget (5 million NOK) for integrated projects of all the MOs. NLM's Strategy Document for its development cooperation states that integrated projects is its first priority. In Bolivia, NLM's Rural Development Program of Tinguipaya (Prodecit) will be phased out in 2006. The project execution is through NLM's satellite. In Peru, the Rural Development Program, Moho, was closed in 2002. In Kenya, the ongoing ELCK Pokot Integrated Program has the Evangelical Lutheran Church in Kenya (ELCK) Pokot North West Diocese as its partner. In Ethiopia, NLM's Raytu Community Development Project in East Bale was launched in 2003. The local partner is the EECMY Wabe Batu Synod. In south west China, NLM has two integrated projects. The ongoing Zhao Tong Community Development Program has the Poverty Alleviating Office of the Zhao Yang County government as the local partner. The Yuan Yang Environmental Development Program was recently launched. Its main partner is the Women's Federation, a semi-official NGO. Both projects focus on participatory community development training and infrastructure development or rehabilitation, biogas and water cellar development. In Mongolia, the Selenge Development Program's main partner is the Ministry of Food and Agriculture.

**Norwegian Mission Alliance (NMA) - Bolivia, Ecuador and Vietnam.** NMA has four integrated projects and had, in 2005, the largest total budget for integrated projects (15,5 million NOK). In Latin America, NMA has three ongoing integrated projects: The Integrated Development Interandean Valleys and the Regional Development Alcoche projects, both in Bolivia and the Slum Project in Guayaquil in Ecuador. The Slum project is a NORAD supported framework agreement project and is the largest of the reviewed projects<sup>2</sup>. NMA works through its local sister organizations: La Mision Alianza de Noruega en Bolivia and la Mision Alianza de Noruega en Ecuador. NMA's Development Project in Vietnam covers health, community development, micro-credit, and inclusive education. NMA-Vietnam implements the project and the national and provincial health authorities are the main local partners.

**The Norwegian Missionary Society (NMS) - Ethiopia, Madagascar and Mali.** NMS finances six of the 29 projects covered by this evaluation. In 2005 NMS was with its 6,30 million NOK for integrated projects the third most important actor of the MOs. The Integrated Development Project Hairé and Konna (PDIHK) in Mali, was NMS' first integrated project. It focuses on water supply, health and literacy activities and support to women credit groups and village committees. The partner is the Lutheran Evangelical Mission of Mali (MELM). In Madagascar NMS has two ongoing integrated projects, the Integrated Village Development Program Bara (SOFABA) and the Integrated Development Program Manakara. The SOFABA project covers mainly health, education and agricultural extension and support to women groups. The Manakara project focuses on providing agricultural extension. Both projects have FLM, which is the Lutheran Church in Madagascar, as the local partner.

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1 Den Norske Tibetmisjon

2 about 8 million NOK





In Ethiopia NMS has three integrated projects: the Agallo Meti-Sirba community development project, the Nonno Integrated Rural Development project and the Begi-Gidami Integrated Rural Development Project. All the three projects focus on health, education, water supply and agricultural extension. The local partners are specific local branches of NMS' national partner EECMY.

**Normisjon - Bangladesh, Ecuador, India and Mali.** Normisjon has five integrated projects and was in 2005 the fifth largest actor in budgetary terms with 1,5 million NOK for integrated projects. The Santal Development Project in northwest Bangladesh targets landless people of the Santal minority and focuses on capacity building for alternative livelihood promotion and land retention and development program. The local partner is a local NGO, the Bangladesh Northern Evangelic Lutheran Church - Development Foundation (BNELC-DF). Normisjon has two ongoing integrated projects in India. The Rural Development Project covers several sectors, including agriculture, environment, education, health, income making and training activities. Its partner is the development wing of the Northern Evangelical Lutheran Church (NELC). The Assam Victim's Development Support Project targets refugees and covers water supply, health, education, rural roads, income making activities and capacity building activities. The implementing partner is an international NGO: the Lutheran World Service, India. In Ecuador, Normisjon's Rural Development Project in Cañar was closed in 1999. In southwest Mali, Normisjon's Rural Development Program in Goundara was closed in 2003. Project intervention areas included health, literacy and building and maintenance of rural roads. The project's local partner was the municipality of Goundara.

**The Pentecostal Foreign Mission of Norway (PYM<sup>3</sup>) - Congo.** PYM has only one integrated project covered by this review which is the Integrated Program CELPA in Eastern part of the Congo (DRC). However, in budgetary terms PYM was in 2005 the second most important actor with 6,35 million NOK. The CELPA program is a NORAD funded framework agreement project and is the second largest of the reviewed projects. The program started as a organizational development program, targeting CELPA and currently covers education services, health work, women's work and village development schemes. The program is under the church administration of CELPA, the Pentecostal church in Africa, DRC, which is PYM's partner in DRC.

**The Salvation Army (SA)- Bangladesh and China.** SA is an international Christian charitable organization. SA's development activities are coordinated from its international headquarters (its IDPS office) in London. SA's work is organized into zones territories, commands and regions, often down to local levels. The project partners are generally the SA office in the respective country and IDPS. SA's community development work covers education, health, water and sanitation, HIV/AIDS programs, alternative energy, and programs for vulnerable children. Many of SA's development programs are multi-sectorial and with several donors. SA Norway<sup>4</sup> often supports one or two components of a larger program for only one or during several phases. SA Norway has supported three of the reviewed projects. In the urban slum areas of Dhaka, Bangladesh, SA Norway supports the Integrated Poverty Alleviation Project that covers mother and child health, leprosy and TB control, community mobilization, women's empowerment, urban slum development, micro-enterprise and special education activities.

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3 De Norske Pinsemenigheters Ytremisjon

4 SA Norway belongs to the Norway, Islands and The Faroes Territory



The Capacity Building of Communities Project targets rural communities in south west Bangladesh and focuses on health care and health education and capacity building of communities in good governance, human rights and legal issues. SA - Bangladesh command and IDPS are the partners for both projects. The Zhenkang County Integrated Development Project in southwest China was closed in 2002. The project focused on maternal and child health care, primary education, water and sanitation development and training in micro-credit and income making activities. The main partners were the Zhenkang County Government and the SA-Hong Kong and Macau Command.



## 2. MAIN CHARACTERISTICS OF THE INTEGRATED PROJECTS

This chapter provides an overview of the main characteristics of the 29 integrated projects, including the definition of integrated projects, target population, project objectives and sectors, and organizational set-up.

The MOs generally define their integrated projects as community development projects that: focus on the essential needs of local community members, cover several sectors and integrate these, give emphasis to beneficiary participation and community empowerment, and rotate geographically and/or change composition of sectors.

The great majority of the projects are located in the poorest regions of their respective country. Almost all target very poor, marginal, and remote rural communities, often ethnic minorities, with limited access to social services and with minimal infrastructure.

Most projects' overall goal is to improve the target population's living conditions. The majority cover between two and five different sectors of which health, education, and agriculture dominate.

Most projects' annual budget is less than two million NOK. Six of the project budgets in Asia have less than 1 million NOK.

The type of local project partner varies between the three continents. In Africa it is in mostly a local church. In Latin America it is either a church or an NGO. Asia has a greater variation in type of project partner.



### 2.1. Definition of integrated projects

All the MOs that are supporting integrated projects will by 2007 develop their own specific and coherent strategy for these projects. Already now, some MOs, such as NMS and NLM, have developed a definition and some also a strategy for integrated projects.

The MOs generally define integrated projects as local community development projects that:

- are based on the essential needs of the community members - and consequently:
- cover not only one but several sectors at the same time and integrate these
- have the beneficiaries participating in the project's various phases
- focus on empowering the target communities and developing their capacities, often by building and strengthening local community based organizations
- rotate geographically and/or change the composition of sectors over time

Many MOs also stress that the integrated projects are generally small scale.

Some MOs emphasize the linkage between development and evangelical activities. This evaluation has not reviewed this linkage. The MOs who have this connection stress that the evangelical activities are funded by other sources



than project funds. Concerning the choice between integrated versus other more sectoral projects (SPs), most MOs perceive that an integrated project is the best and most effective approach in terms of meeting the basic needs of poor local communities and in building their capacities and in empowering them. The need for a multi-sector, often holistic community development approach was emphasized, as poverty at community level is caused by several integrated factors in a multitude of sectors and cannot be alleviated by only focusing on one sector. However, the MOs also stressed the need for IPs to prioritize between sectors and to limit the number to those they do well and to involve collaborating partners and other development actors in the other sectors.

Many MOs stressed the importance of participatory approaches and that it was easier for IPs to mobilize community members as the IPs should work on communities' terms and target their needs. In SPs there is a greater risk that the beneficiaries only become end users. Sector projects such as education and health projects were also reported to generally tie up more economic and staff resources, with consequent problems related to follow-up and sustainability.

Several MOs also stressed the IPs' larger scope for impact because of the grass root/community focus and emphasis on empowerment but that the IPs methodologies and approaches were decisive for impact. Impact can be reduced in IPs that are involved in a multitude of sectors in a too vast and geographically dispersed area. The SPs can have significant impact in one sector. The MOs' sectoral projects are generally more used to working with cooperating organizations. On the other hand, IPs can bring cooperating partners such as the local authorities or the local church closer to the target populations and the partners can learn more about community needs and participatory approaches. By closely involving the partners and by building networks and synergies with them and other actors, the project's capacity building activities and participatory approaches and methodologies can be more widespread and have a significant multiplier effect.

## **2.2. Target areas and target population**

Almost all the projects target very poor and marginal rural communities, often ethnic minorities, with limited access to social services. The target areas are generally located in some of the most remote and marginal regions of a country and are characterized by poor or minimal infrastructure.

The target area is rural for 27 of the 29 projects. The two only urban projects are the urban slum projects in Guayaquil in Ecuador and in Dhaka, Bangladesh. The only project targeting refugees is the Assam Victims' Rehabilitation Project in India.

Most projects (19) are located in remote and marginal areas with also often large distances within the project areas. E.g. for the five projects in Ethiopia, the distances from the project area to the capital (Addis Ababa) vary between 280 (Nonno) to 750 (Begi-Gidami) kilometres. The project headquarters for the Development Project in Tibet is in Lhasa which is more than one days drive from the very vast project area. SA's project area in China was in the Zhenkang County bordering Myanmar where no previous NGO had worked due to the area's isolation and important travel distances.

The majority of the projects in all the three continents are in areas defined as being among the poorest regions in their countries. E.g. three of the projects in China are in the poorest counties of the poor Yunnan province. All projects in China are filling niches in poor counties where the authorities do not have adequate resources to meet the needs of all the communities in terms of basic rural infrastructure and social services.



Most of the project areas in all continents have poor or minimal infrastructure, such as schools and health facilities, roads and bridges, and public post or telecommunications. Consequently, many rural communities in these areas have limited access to health and schools services. Sometimes, in particular in Africa, they have few or no road connections, and, consequently, often limited access to markets.

The target populations of the 11 integrated projects in Africa all have high levels of illiteracy – five between 50 – 80 % and five even above 80 %. Most often these high levels of illiteracy are higher for women than for men. Some target populations, who are often ethnic minorities in the respective country, have very few members with higher education, such as among the Gumuz population in Ethiopia (Balo Jiganfoi project), the Pokot in Kenya and the local populations targeted by the two projects in Mali. In 2002 in the Raytu area in Ethiopia only two persons had completed 12<sup>th</sup> grade. Moreover, in such marginal areas there are generally few existing local rural organizations. These have often limited experiences and weak organizational capacities.

The project in Tibet and those in the Yunnan province in China target ethnic minorities in marginal and remote areas where the literacy level and the living conditions are considerably lower than the national average. Normisjon's Santal Development Project is targeting landless and resource poor people of the Santal minority in Bangladesh.

The projects in Latin America, with the exception of the Community Development project in Guayaquil, are all located in relatively remote areas with limited accessibility, below average physical and social infrastructure and weak institutions. The population has low literacy rates and suffers from diseases found in such areas. In all these projects the target population is indigenous. The project in Guayaquil is located in the marginal area of the city, which is the biggest in Ecuador. The population is indigenous and mestizo. The area stands out because of its lack of social and physical infrastructures, weak institutions and very high crime rates.

## 2.3. Project objectives and sectors

Most of the projects have the improvement of living conditions for the target population as the overall goal. This is often followed up by specific objectives on improvement of social services and increased incomes, most often based on agricultural production. Some projects not only include objectives on strengthening of local organizations but also have empowerment and capacity building of local communities as primary goal. Many of these projects are in Asia, such as SA's Capacity Building of Communities Project in Bangladesh and the current phase of Normisjon's Rural Development Project in India.

In accordance with the definition of integrated projects, all the 29 projects report to address at least two sectors. Most IPs cover between two and five sectors as illustrated in table 2.1. One IP addresses as many as seven sectors. Many projects change the composition of sectors over time.

**Table 2.1** Number of sectors addressed by each project

Number of sectors	1	2	3	4	5	6	7
Projects addressing this number of sectors	-	7	9	4	5	1	1

Table 2.2 lists the sectors the projects address. Table 2.2 demonstrates the dominance of the health (20 projects), education (19) and agriculture (16) sectors. Other important sectors are water supply, natural resources/ environment and infrastructure. Although only a few projects report to include social care, sanitation and handicraft activities,



several projects have included such activities during one or several project phases. Some IPs in Asia cover more specialized health or education activities such as leprosy elimination and inclusive or special education for children. Many projects include micro-finance activities. Generally these target local women.

**Table 2.2 Sectoral coverage by projects**

	Number of projects addressing sector5
Health	20
Education	19
Agriculture	16
Water supply	9
Natural resources	9
Infrastructure	6
Sanitation	4
Social Care	3
Handicraft	1

There is a slight tendency that the earliest projects covered fewer sectors than the more recent projects as illustrated in table 2.3. Some of the projects in Africa and Asia tend to cover a wider range of sectors than those in Latin America, as may be observed in table 2.4. Although four projects in Asia cover only two sectors, three IPs cover five sectors and one project as many as seven.

**Table 2.3. Number of sectors and starting years**

Number of sectors:	2	3	4	5	6	7
Project start						
Before 1990	1	1				
1990 – 1995	1	4		1		
1995 – 2000	2	3		3		1
After 2001	3	1	4	1	1	

**Table 2.4. Number of sectors and regional differences**

Number of sectors:	2	3	4	5	6	7
Africa	1	4	3	2	-	
Latin America	2	3	-	-	1	
Asia	4	2	1	3	-	1

## 2.4. Project period and phases

18 projects are ongoing; of these four are in their phasing out period as illustrated in Table 2.5. Seven projects are in the start up phase (three in Ethiopia, two in Bangladesh and one in Madagascar and China). Four projects have closed.

**Table 2.5 Project phases**

	Number of projects
a) Starting – new project	7
b) On- going (but not yet phasing out)	14
c) On-going and phasing out	4
d) Finished	4

Table 2.6 shows the year when the projects started. As illustrated in Table 2.7, which shows the life time of the projects, most projects have been ongoing for less than five years (12) while eight projects have between 10 and 15 years and five have more than 15 years of implementation experience.

**Table 2.6 Project start**

	Number of projects
Before 1990	2
1990 – 1995	6
1995 – 2000	9
2000 -	12

**Table 2.7 Project life time**

	Number of projects
> 15 years	5
10 – 15 years	8
5 – 10 years	4
< 5 year	12

## 2.5. Budgets and cost categories

The annual budgets of the projects vary between less than 1 million to around 10 million NOK as shown in table 2.8. Most projects have annual budgets below two million (20 of 29 projects). More than half of the projects in Asia (6) have an annual budget that is less than one million NOK.

**Table 2.8 Annual budget 2004 or 2005 and last budget for finished projects**

	Number of projects in:			
	Africa	Latin America	Asia	Total
< 1 mill NOK	3	2	6	11
1 – 2 mill NOK	5	1	3	9
2 – 3 mill NOK	1	-	2	3
3 – 6 mill NOK	2	2	1	5
9 – 10 mill NOK	-	1	-	1
Total	11	6	12	29

As illustrated in Table 2.9 only three projects do not make investments, which mean that 100 % of the budget is for operating costs.

**Table 2.9 Percentages of investments of total budgets**

	Number of projects in:			
	Africa	Latin America	Asia	Total
0 %	1	2	-	3
0 – 10 %	-	-	4	4
10 – 20 %	2	-	1	3
20 – 30 %	-	1	-	1
30 – 40 %	3	-	-	3
40 – 50 %	3	2	-	5
50 – 60 %	1	1	-	2
60 – 100 %	-	-	3	3
No information	-	-	4	4

Three projects in Africa and five projects in Asia pay salaries for service providers. Finally, one projects in Africa, three in Latin America and four in Asia own physical assets such as buildings, land etc.

## 2.6. Organizational set-up

### 2.6.1. Internal organization

There are important variations in the number of staff working for the projects as illustrated in table 2.10. Most projects have a project administration of either between 5-10 staff (10 projects) or between 10-15 staff (8 projects). Five projects in Asia and one in Africa have a project staff of more than 15.

**Table 2.10 Number of staff working in projects**

Number of staff	Number of projects			
	Africa	Latin America	Asia	Total
< 5	-	2	2	4
5 – 10	6	2	2	10
10 – 15	3	2	3	8
> 15	1	-	5	6
Not known	1	-	-	1

There is a tendency to have smaller project administration in Latin America and larger administrations in Asia. Table 2.11 shows the number of staff and the starting year of the projects. In general, the most recent projects have larger administrations.

**Table 2.11 Number of staff working in projects and starting year**

Starting:	Number of projects with categories of staff			
	< 5	5 – 10	10 – 15	> 15
Before 1990	1	1	-	-
1990 – 1995	1	1	3	2
1996 – 2000	2	4	-	3
2001 -	-	5	4	1
Not known 1				





### 2.6.2. Local partner

The type of local partner of the projects varies between the three continents as illustrated in Table 2.12.

In Africa, a local church is the partner in nine of the eleven projects. The church is generally the local branch of the national church the respective MO collaborates with at national level. In Mali, Normisjon has the municipality (commune) in the project area as its project partner as Normisjon's partner church is new and rather weak. All the five projects in Ethiopia have the development divisions of the MOs' partner church's local branches as their local partner.

For three projects in Latin America the partner is the local church. The partner is an NGO for the remaining three projects, which is the way NMA operates in Latin America. In Latin America Normisjon first had a local church as the local partner and then shifted to a national research institute, which was not successful.

In Asia, there is a great variation in choice of local project partner. Only one of the twelve projects has a church as the local partner. In China, three of the five projects have the local government – at county or prefecture level - as the partner. AR's Mind and Body project and NLM's Yuan Yang Project in China have semi-official NGOs as main partner. The two projects in Mongolia and in Vietnam have the central government as the main collaborating partner. Given that the Salvation Army is an international organization, SA has its command office in the respective country as the partner. These offices are defined as NGOs. They comprise primarily national staff and have generally an important outreach capacity that can reach down to local level. SA's project in China also has the county government as partner.

Annex 5 provides a detailed overview of all the project partners.

**Table 2.12 Types of local partners**

	Number of projects in			
	Africa	Latin America	Asia	Total
a) Church	9	3	1	13
b) NGO	-	3	8*	11
c) Local government	1	-	4	5
e) Central Government			2	2
d) Satellite type organization	1**	-		1**
Total	11	6	15 ***	32 ***

\*) Two of the NGOs in China, the Amity Foundation and the Women's Federation, are semi-official NGOs (controlled directly or indirectly by the Government)

\*\*) The local partner of NMS' project in Mali is the Lutheran Evangelical Mission of Mali (MELM) but which is more of NMS and other MOs' satellite organization in the Mopti region than a local Malian church as sometimes described

\*\*\*) Three projects with two sets of partners



### 3. PROJECT ORGANIZATION AND COOPERATION WITH STAKEHOLDERS

This chapter reviews the projects' organizational set-up and cooperation with the different stakeholders, including the beneficiaries, local partner, local and national authorities and the MOs (in the country and in Norway).

12 projects reported that the organizational set-up was efficient and effective; eight of these are in Asia. Most projects have less than 15 staff. Generally the project administration is smaller in Latin America and larger in Asia.

Only one of the 10 most recent projects has Norwegian staff. Expatriates can provide important skills and experiences to a project as well as knowledge of the MOs' and donors' policies and guidelines.

Nonetheless, they can also launch activities that are too complex for a project and its partner. Sometimes they lack previous development experience.

The lack of competent local staff has been a constraint for several projects. Some have established scholarships for locals and try to recruit them afterwards. Others have involved closely the local government's technical staff in project execution.

The participation of local community members – women and men, young and old - is an important part of integrated projects. In several of the reviewed projects the local beneficiaries are involved in all parts of the project phases. Some projects in Asia and Latin America provide good case studies. Other projects can improve their beneficiaries' participation, in particular in overall decision making and in project management, planning, and design.

Most projects have a gender strategy. Some projects target women and gender issues from the very onset; most of these are in Asia. Others can improve the targeting of women in general project activities and in decision making bodies.

A strong partner collaboration and involvement can provide a decentralized structure for project activities, strengthen local capacities, and improve sustainability of activities. 13 projects have chosen a local church as its partner. This includes most projects in Africa. An NGO is partner for 11 projects; most of these are in Asia. The local or central government is the partner in five projects of which four are in Asia. Three projects in Asia have two sets of partners.

Several projects have closely involved their local partner in the different project phases that have become professional and responsible partners in community development. About half of the projects are dependent on their partner organization that is strong and often administers and implements the project. This includes the majority of the projects in Asia, the NMA projects in Latin America, NLM's Pokot project in Kenya, and PYM's CELPA program in DRC. The NMA approach of building up a national, autonomous, strong NGO and not to work through weak local churches with little development and management capacity is a successful example in this regard.

In other projects, particularly those in Africa, the partner is an inexperienced and organizational weak local church and the projects tend to cooperate more directly with the MO in the country or in Norway. This includes only two





projects in Asia and the majority of the projects in Africa and Latin America. In these cases the MOs should be more conscious in their choice of project partner, involve and equip the local partner organization adequately, and consider the MO's own role and involvement in the different stages of the project cycle.

The collaboration with the local or national authorities is important in creating synergies, strengthening project activities and to ensure follow-up and sustainability of project activities and investments. Most projects cooperate with the local or national government who are first and foremost involved in project preparation and design, secondly in the planning of field activities, and thirdly in the actual implementation of activities. The involvement of the authorities is closest and most frequent in Asia. The national or local authorities are also the main partner in five projects; four in Asia and one in Africa. Some projects, in particular those in Latin America and some in Asia have binding agreements with the authorities for implementation, follow-up or take over of project activities. In some cases where the local government is the main partner the project administration is relatively small as many project activities are implemented by the local technical administration of the government.

### 3.1. Organizational set-up

There are significant variations in the projects' organizational set-up between the 29 projects. However, in general the three to four organizational levels that apply comprise:

- the project administration,
- the local partner, with which the MO cooperates
- the satellite, which is the extended organization of the MO in the respective country, which may also be referred to as the MO's representative or country office,
- and the MO's headquarter in Norway

24 projects reported on the project organization. Of these, 12 projects (of which 8 are in Asia) stated that the organization was efficient and effective and seven projects reported that the organization contributed to high level of local participation in the project. Only two projects reported that the organizational set-up was difficult.

The link between the project administration and the partner varies. In **Africa**, three of the projects in Ethiopia as well as PYM's CELPA program in Congo and NLM's project in Pokot in Kenya have project units that are under the administration of the local partner which in all cases is the local church.

In **Latin America**, three of the four on-going projects are administered by the partner. NMA's sister organization in Bolivia is an autonomous partner. The intention is that the present organization in Ecuador will also become such an autonomous partner. In the cases of NLM, on the contrary, the NLM satellite managed the project in Peru, which finished in 2002, and likewise in Bolivia, where the project finishes in 2006.

In **Asia**, nine of the 12 projects are administered directly by the local partner. Normisjon's Rural Development Project in India is managed by the local church development wing. SA's two projects in Bangladesh are managed by the SA Bangladesh command. SA's project in China was managed jointly by the SA Hong Kong command and the county government. One of NLM's projects in China and its project in Mongolia are being implemented by the local and central government, respectively. NLM's other project in China is implemented by the Women's Federation, a semi-official NGO. Xincon is a private Norwegian company with representations in China and Mongolia. In China NLM



and NMA uses Xincon to provide the overall management, supervision and quality control of their projects. World Concern, an American based NGO with representation in Lhasa is the main implementing agency for NHAM's project in Tibet.

The various projects' relationships and collaboration with partner and with its MOs vary as is further discussed in sections 3.2.2 and 3.2.4, respectively. 14 projects claim to be dependent on the partner as illustrated in Table 3.1. In most of these cases, the local partner organizations are strong and often administer and implement the projects. The great majority or nine of these projects are in Asia. Nine other projects report to be dependent on the satellite. This includes four projects in Latin America, of which two are closed. Four projects, which are all in Africa, report to be very dependent on the MO in Norway.

**Table 3.1 Projects' relations to other levels**

	<b>Africa</b>	<b>Latin America</b>	<b>Asia</b>	<b>Total</b>
<b>Project mainly dependent on</b>				
a) Partner	3	2	9	14
b) Satellite	3	4	2	9
c) MO	4	-	-	4
d) Not known	1	-	1	2
Total	11	6	12	29

### **3.1.1. Project administration – internal organization**

Section 2.6.1 presents some of the main characteristics of the project administration.

Size of project administration. There are important variations in the number of staff working for the projects. Most projects have a project administration of either between 5-10 staff (10 projects) or between 10-15 staff (8 projects). There is a tendency to have smaller project administrations in Latin America and larger administrations in Asia. It seems that many projects that have the local government as the implementing partner, such as many of the projects in China, need a smaller project unit as many project activities are implemented by the government's local technical administration.

Norwegian staff /expatriates. There are no Norwegian staff in 12 of the 29 projects as illustrated in Table 3.3. Table 3.2 shows the percentage of total salaries which goes to Norwegian staff. For four projects, this is between 60 and 80%, for four others between 50 and 60%. There are no Norwegian staff in most of the projects in Asia (7) and in four of the projects in Africa. Three of the four projects that reported to have a Norwegian project director are ongoing. These are NHAM's project in Tibet, NLM's project in Bolivia and NMA's project in Vietnam. No project in Africa has a Norwegian project director. Of the ten most recent projects starting in 2004 or 2005, only the Development Project in Vietnam has Norwegian staff. The Development Project in Tibet has had a significant number of expatriates working in the project. They were funded by the NGO World Concern's own funds. Currently many are being replaced by local staff.

**Table 3.2. Percentage of total salaries for expatriate staff**

Percentage of total salaries for expatriate staff	Number of projects
0 %	12
10 – 20 %	3
20 – 50 %	6
50 – 60 %	4
60 – 80 %	4

**Table 3.3. Norwegian project staff**

Position of Norwegian staff	Number of projects:
Project director	5 ?
Advisor	12
No Norwegian staff	12

According to the MOs and BN, there is generally less use of expatriate personnel and external input in these integrated projects, also those in marginal areas, than in other more sectorial projects, which often require specialized skills. However, the use of external inputs would sometimes depend on local partner's organizational strength.

Several projects reported on the advantages with expatriates. This included their: skills and experiences, ability to provide important linkages to the MOs and to other donors, knowledge of the MO's, BN's and NORAD's policies and guidelines, and ability to give the partner or other collaborating organizations tough – and unpopular – messages.

On the other hand, some projects, in particular those in Africa, also expressed some concerns. E.g. that expatriates could launch activities that were too large or complex for a given project area and for a local partner which could lead to dependency on expatriates, in particular during the initial phases. Other reported that the expatriates sometimes did not have little initial knowledge and experience in the fields of development in addition to a minimal knowledge of the local language and the local socio-economic context. This lack required a certain learning curve and a "learning by doing" approach. The relative short duration (generally two to three years) that the expatriates worked with the project was in some projects also reported as a problem.

Use of local versus national staff. This assessment does not have any data on the projects' ratio of local staff coming from the project area versus staff coming from other areas of the country. However, some projects and MOs raised the challenge for projects in very marginal, remote areas to find and recruit competent local staff. This was often due to high illiteracy levels of the local population and a consequent lack of people with higher education and adequate skills and experiences. Sometimes the projects, such as NLM's Pokot project have responded by launching scholarships for locals and try to recruit them afterwards

Some projects and satellites in Africa reported on potentials for top-down approaches and attitudes towards the local target population, even conflicts, when recruiting staff that are not from the project area or the target population. E.g. some of the projects in Africa have had experiences with national staff that come from "cultures that perceive the local culture in project area as inferior" and sometimes adopt a top-down attitude to the target population. At least one project in Africa experienced serious conflicts because the project leader was from another ethnic group and hired staff from his group.

Moreover, some projects, e.g. all the five projects in Ethiopia, have had difficulties in finding and keeping national



staff, in particular national specialists, as remote project areas are perceived by nationals to have primitive living conditions. In Kenya, the ELCK Pokot project was very conscious in hiring staff coming from or with personal ties to the area, and providing those with need with more skills or education during the course of the project. Several projects in Latin America and Asia have also been conscious about hiring staff who speak the local dialects.

It appears that the above problems are less frequent for some of the projects who have the technical administration of the local government as its implementing partner, such as four of the integrated projects in China. However, some of these projects, such as SA's project in China, reported that the high turn over of local government staff involved in the implementation, and the subsequent need to train new staff, was a challenge for the project's continuity. The SA project had prepared an Implementation Manual to facilitate the take over by new government staff.

Service delivery as part of project. Five projects in Asia and three projects in Africa pay salaries for service providers. According to the MOs, the extent of service delivery is less for integrated projects than for other projects. The MOs' sectorial projects e.g. in health and education sectors are often mainly related to service delivery (hospitals, schools etc.).

Ownership of fixed assets. Four projects in Asia, three in Latin America and one in Africa own physical assets such as buildings, land etc. In most cases the local partner will take over these assets when the projects close. In some cases, such as the NLM project in Bolivia, which is being phased out, the local church will only be able to take over parts of the physical assets. In the case of the Normisjon project in Ecuador, which was closed in 1999, the issue of to whom the physical assets may be handed over to, is still unsolved.

### 3.2. Cooperation with stakeholders

Table 3.4 lists the types of stakeholders. These include target groups as well as cooperating organizations.

26 projects report on cooperation with stakeholders. 20 projects state that they have generally good relations. Only two projects report about conflicts.

The number of stakeholder groups varies greatly between the projects as illustrated in Table 3.4 with a range between one and seven stakeholder groups. Most projects have two (8 projects), three (5 projects) or four (4 projects) stakeholder groups.

**Table 3.4. Number of stakeholder groups being addressed by projects**

Number of stakeholder groups	1	2	3	4	5	6	7
Projects addressing this number of target groups	3	8	5	4	2	2	1

As Table 3.5 indicates, four types of stakeholders stand out as those which most projects address: Sectorial



administration (often technical public services) at municipal level (18 projects), local communities (17), beneficiary groups and organizations (such as school committees etc., 13), and municipalities (12).

There are interesting differences between the continents. There is a slight tendency that projects in Latin America have more groups of stakeholders than projects in Africa and Asia. More projects in Africa have different beneficiary groups or organizations as stakeholders. Half of the projects in Asia have NGOs as stakeholder. None of the projects in Asia mention church organizations as one of their stakeholders.

**Table 3.5**      **Number of projects including mentioned stakeholders**

	Number of projects including mentioned target group			
	Africa	Latin America	Asia	Total
Sectorial administration at municipal level	7	4	7	18
Local communities	6	5	6	17
Beneficiary groups or organizations	8	2	3	13
Municipalities	4	3	5	12
NGOs	1	3	6	10
Central Government	-	2	2	4
Local Government			2	2
Church organizations	2	3	0	5
Other projects, research projects etc	2	-	1	3

### **3.2.1. Beneficiaries**

As mentioned in section 2.2 the projects' main target group is a rural population, often ethnic minority groups in remote and resource poor areas. The main categories of beneficiaries comprise:

- individuals, e.g. women and men farmers, boys and girls (for school enrollment);
- local groups or organizations, e.g. women groups, school or health committees; and
- rural communities

Beneficiary participation should be an important part of IPs. Beneficiary mobilization, involvement and ownership to the project and to project activities are important aspects of integrated projects and inherent parts of the definition of integrated projects. Consequently, the participatory methodology and the degree of beneficiaries' involvement can be a yardstick for the projects' strengths and weaknesses. According to many MOs, it is generally easier to mobilize the beneficiaries of an integrated project than in other projects. The main reasons reported by the MOs comprise:

- The IPs have a holistic approach
- The IPs focus on the grassroots/community level and with often a geographic concentration
- IPs works more on the beneficiaries' terms and focus on their needs



- Many activities are responses to the beneficiaries' demand
- The participatory aspect is generally considered more in IPs and is often a condition to achieve results: Beneficiaries can participate more and are not only end receivers as in some other projects
- Larger impacts because of synergies and added values beyond isolated components

Beneficiaries' actual involvement in the project cycle. 26 projects reported on how the stakeholders, including the beneficiaries have been involved at the different stages of the project cycle.

The local beneficiaries are first and foremost involved in planning of specific project activities at field level (20 out of 26 projects) and in the implementation of these activities (19 projects) as illustrated in Table 3.6. In almost half of the projects (14) are the beneficiaries involved in preparing and designing the actual integrated project. This comprises the majority of the projects in Asia, half of the projects in Latin America, and only three out of 11 projects in Africa.

In only six projects are the beneficiaries involved in management and decision-making through the preparation of annual plans and budgets. Of these, three projects are in Asia and two projects are in Latin America. These are both newly started and older projects.

**Table 3.6** Beneficiaries' involvement in the project cycle

	Number of projects where beneficiaries are involved at different stages
Project preparation and design	14
Preparation of annual plans and budgets	6
Planning of activities at field level	20
Implementation of activities	19
Not involved	4

The projects have also reported on the organizational involvement and development of beneficiaries. In four projects, of which all are in Asia, are beneficiaries involved in the overall decision-making and management of the project. E.g SA's Zhenkang integrated project in China reported that the beneficiaries' participation in the project's management and decision making was a guarantee for a smooth project implementation. For 14 projects, organizations of beneficiaries have been created, while for four projects the beneficiaries are only involved in specific activities.

**Gender** - do the IPs target mainly men or women, or both? 19 of the 29 projects report that they have a gender strategy. This includes the great majority (9) of the projects in Asia (9) and Latin America (4) and more than half of the projects in Africa. Of the projects with a gender strategy, all except one are new projects, launched in or after 2000. Five ongoing and five closed projects reported to not have a gender strategy.

Many MOs claim that it is easier with a gender balance in IPs because of their community level focus and a general mobilization of the beneficiaries at all levels.

Some projects in Asia target women and gender issues from the very onset. Most of the activities of SA's Capacity





Building of Communities Project in Bangladesh target women. Its community support groups have gender based membership to strengthen the role of women in the community and improve their rights and are taught human and women's rights and gender equality in the community to change attitudes and behaviours of the communities. SA's Urban Slum Project in Dhaka, Bangladesh targets mainly widows and deserted women and their children who are the most poor and vulnerable in the community. Most of the activities of the first phases of NLM's Selenge Development Program in Mongolia targeted women. AR's Mind and Body project in China set up training centres for local women and teach them literacy and technical skills for income generation. To promote the women's participation in traditional decision-making structures, in Normisjón's RD NELC project in India, at least one third of the representatives in the Gram Sabhas, the project's decision making committees at village level, are members of the women's self-help groups.

On the other hand, several projects can still improve the involvement and targeting of women, in particular in the agricultural sector and women's involvement in decision making bodies. E.g. it appears that for many projects in Africa the agricultural activities have been targeted more towards men than women and this in spite of women's crucial role in agricultural production in rural Africa. In most of the projects in Latin America and in many of the projects in Asia there is an important lack of women in decision-making bodies at the community level. These different shortcomings seem result from a mixture of reasons, including:

- Project prepared by people with little knowledge or attention to gender issues and the different roles and responsibilities of men and women in the actual project area
- Women activities are often perceived as being in the health and – because of increased donor focus on girls' education now also in the education sector, and there is less focus on women in the agricultural sector
- The classical approach of initiating "women only activities" such as handicrafts, gardening activities, micro-credit etc. These activities often start up late in the project cycle (sometimes as a result of a project evaluation) when budgets and staff availability are limited.
- The challenges of establishing and building strong rural women groups, including women credit groups, in a socio-economic context often characterized high illiteracy levels and – because of the project sites' remoteness - with often very few market outlets for the women groups' products (e.g. handicrafts or produce from gardening activities).
- Project staff, in particular those working in the agricultural sector in Africa are often men, e.g. male agricultural extension agents - who tend to target male farmers, often because of existing socio-cultural barriers in targeting local women.
- Lack of consulting rural women on when – and where - they are available for training activities etc.
- A focus on only specific and often women only agricultural activities for women farmers, such as e.g. involving them in gardening activities and not in e.g. irrigation activities that they also traditionally carry out.
- Cultural context and customs where women do not have positions in decision-making bodies.

The above findings and Table 3.6 illustrate that for some projects the beneficiaries are involved in all of the project phases. However, several projects can improve the participation of beneficiaries, in particular in overall decision making and management of the project and in the project planning and design. Some of the projects, in particular those in Asia and some in Latin America provide good case studies.

Some of the main reasons for not having greater beneficiary participation, in particular for the projects in Africa, as reported by MOs, projects or BN or found during the literature review include:



- Project planning and preparation is sometimes weak and not always done at community level.
- The MOs have a tendency of not using their best people for project preparation
- Projects are sometimes offspring from previous sector projects, and/or are often initiated or prepared by Norwegian missionaries or staff of the national church and the local communities are not always – or not adequately – involved or consulted, in particular local women.
- The project's steering committees do not always have representatives from the beneficiaries. Even if they are represented, it can be difficult for them to have a voice and decision making power in such a setting
- Some projects do not have a steering committee with stakeholder representation

The actual methodologies and approaches for involving the beneficiaries and the required competencies – at different levels - for achieving this are reviewed in Chapter 4.

### **3.2.2. Local Partner**

Cooperation with the local partner is a crucial aspect of integrated projects. Partner involvement is important for many reasons, including: to provide a decentralized structure - or a development arm - for the projects' activities, to strengthen the local capacities and their ownership to project approaches, activities, and achievements and to ensure follow-up of activities after the project phases out and consequently improved sustainability of project activities and achievements.

As mentioned in section 2.6.2 the type of local partner of the projects varies between the three continents.

A local church is the project partner in almost half, or in 13 of the 29 projects reviewed. The church is the partner in 10 of the 11 projects in Africa, in half of the projects in Latin America (of these two are closed and one is in its phasing out period), and in only one of the 12 projects in Asia. The low number of project partner churches in Asia can partly be explained by the constraints in establishing faith-based organizations in several Asian countries such as Vietnam, China, and Mongolia. In addition, in some of these countries the MOs have not been involved for long and might be able to choose project partner more freely than e.g. in some of the countries in Africa where several MOs have close relationships, including old obligations to their long time partner churches.

The local or central government is the partner in five of the projects in Asia and in only one project in Africa. An NGO is the partner for half of the projects in Latin America (3) which is the way that NMA operates in Latin America, and in eight projects in Asia. Three projects in Asia have two sets of partners.

This review found that the actual cooperation with the local partner and the partners' involvement in the various stages of the project cycle vary. 14 projects reported to be very dependent on their partner, nine of these projects are in Asia. Only three of these projects are in Africa and two in Latin America.

In Asia, the project administration is under the local partner's administration in nine of projects. In Africa it is only PYM's CELPA project and NLM's Pokot project that have this organizational set-up. In Latin America the project administration is under the partner in the NMA projects.

Following is the brief description of a selection of the reviewed projects' partners and their involvement and collaboration in the respective project. For more details, Annex 5 provides a description of each of the 29 project's partner(s) and their project involvement.

In Africa, the CELPA program in D.R. Congo, is under the church administration which is also in charge of the project, including planning and implementation. The actual work and activities are coordinated by CELPA's executive



committee and a coordinating body. Each sector has a committee and coordinating unit. CELPA has reportedly achieved this organizational level due to three main factors: (i) the absence of Norwegian expatriates/missionaries from 1992 and the subsequent need for “organizational self-reliance”. The expatriates had to leave the country because of the insecurity and conflict situation in Eastern DRC; (ii) a long terms focus and attention from PYM to the need for organizational development of CELPA; and (iii) a committed task manager at PYM in Oslo, with extensive experiences in the fields of development, including organizational development, in DRC.

For NMS’ two projects in Madagascar, Sofaba and Manakara, FLM’s synods in each respective project area are generally only involved with the approval of project budgets and programs as members of the projects’ steering committees. Their involvement in other project stages is limited. In the Steering Committee of the Sofaba project there are more representatives from the church, FLM, at national level than at synod level because the project that covers two synods is defined as a national project. This set-up has hampered the project implementation and has limited the two synods’ involvement in and ownership to the project. The synods are also relatively newly established and with very limited development know how and experiences. The current sustainability issues related to the transfer of the management of the project’s schools to FLM are partly related to the lack of adequately involving the synods’ representatives. Moreover, FLM at national level was until recently administratively very weak with few staff. The church’s national leadership changed recently, its administration is being strengthened. NMS, through BN, supports some organizational development activities and the elaboration of a strategy for FLM’s development work.

In Mali, Normisjon’s project has chosen the local municipality (commune) as its partner. This choice is mainly due to the new, small and inexperienced national churches in Mali. In the Goundara project, the technical services of the municipality have been involved in planning and monitoring some of the field activities. The local partner of NMS’ PDIHK project in the Mopti region is MELM which is more of a satellite organization for missionary organizations than a local church. It appears that the project cooperates more closely with the municipalities of the project sites than with MELM (see chapter 4.2.3 below).

In Asia, SA’s two ongoing projects in Bangladesh and its closed project in China are administered by SA’s command offices which are NGOs and have mostly national staff. In many countries, but not in China, SA’s development wing stretches out to the regional, district and even local levels. The project in China also had the Zhenkang County People’s Government as its partner. At provincial level (in Yunnan) a coordination committee was formed by SA’s representatives in China (TSA SWRPO) and the Yunnan Provincial Bureau of foreign trade and economic cooperation. At county level, there was a project leading group comprising officials from the governor and from the various sectorial units of the government administration (education, health, poverty alleviation etc.). The project implementation unit was under this group and consisted of staff from the different sectoral bureaus. At community level, project implementation groups were established at each project site with members from different target groups.

Normisjon’s Rural Development Project in India is under the development wing of the NELC church. Normisjon has worked with NELC since the 1980s and will phase out from the project in 2007. The project’s mid term review in 2000 focused on the need to develop a sustainable Rural Development administration under NELC and to increase ownership by NELC. NELC has benefited via BN from an organizational development program. The members of the project Board are elected from NELC’s synods and training of the members gets high priority. Normisjon plays only an advisory role. It is expected that NELC in the medium term will be able to take over the responsibilities for a reduced number of project activities.

The oldest partner of NMA’s Development Project in Vietnam is the National Institute for Dermatology and Venereology



(NIDV) as the project's first phase mainly provided support for the national leprosy elimination program. As its second phase comprises several other activities, the current partners include the Vietnamese health authorities (national, provincial and district authorities) for the health activities, Women's Union, which is a semi-official NGO for the micro-credit component and Red Cross for the HIV/AIDs prevention activities, and various local government offices related to the project's education and community development activities. NMA-Vietnam is implementing the project. NMA-V was reorganized in 2004, including new project staff.

In Latin America, NMA's two projects in Bolivia are managed by NMA-Bolivia (NMA-B), which is a national, autonomous organization with a Bolivian board and management. It has developed from an NMA satellite into a national NGO with several projects in the central part of the country, of which three are integrated projects, of which two are included in this evaluation. It is practically fully financed by NMA and Norad funding of projects. NMA-B is fully in charge of the planning and implementation of the projects. The role of NMA-Norway for the ongoing projects is to approve annual plans and budgets, undertake supervision missions and provide advice through the three NMA advisors stationed at NMA-B.

The partners for the two NLM projects (Bolivia and Peru) are local churches, which are not directly involved in the administration of the projects. In Bolivia the local partner is La Iglesia Cristiana Evangelica Luterana (ICEL), who has representatives in the project's steering committee both from the national level and the district level. However, ICEL is not a strong partner and has very limited development and management capacity. In practice ICEL is not involved in the administration of the project and has very little influence on the running of this. The project will be phased out by 2006. The municipality will take over and continue many of the activities. They will also take over some of the buildings. The handicraft activities will continue through the organizations established by the project. ICEL will continue running the dormitory together with the local authorities and will be the owner of these buildings.

The findings above, including the more detailed review of all the projects' partnership in Annex 5, reveal that many projects have been able to closely involve its main partner(s) in the project's preparation, execution and management. This includes in particular many of the integrated projects in Asia, the NMA projects in Bolivia and Ecuador, NLM's Pokot project in Kenya and finally PYM's CELPA program in DRC. It appears that several projects have done a conscious choice of partner. Some have focused on closely involving and training the project partner from the very onset of the project or they have been able to address the need of the partner to be more involved at a later phase. The NMA approach in Latin America of building up a national, autonomous, strong NGO and not to work through weak local churches with little development and management capacity is a successful example in this regard.

Nevertheless, a few projects and in particular those in Africa have some way to go in adequately involving and in equipping their local church, NGO or municipality so that they become full fledge professional and responsible partners in the fields of community development. Many of these projects can learn from other integrated projects that have full-fledge collaborating partners.

Some of the main reasons for why a few of the projects have not been able to adequately involve their partner were reported to include:

- When choosing a project partner, the lack of adequately assessing the partner's capacities related to administer and implement the project
- The IPs sometimes become too complex (many sectors and often a multitude of activities) and big for local



partners with a consequently lack of ownership.

- Often great needs for competencies and organizational development at partner level, and for follow-up that are sometimes not adequately addressed by the project or by the respective MO
- Difficulties to transfer the professionalism and competencies of project staff to local partner
- Salary issue: salaries of project staff are generally higher than for staff in the local churches. This appears to be a challenge for most of the projects in Africa.
- Difficult to implement the IP-model with a focus on partner's ownership in very marginal areas with high illiteracy levels and with weak local partners. This is particularly challenging in Africa.
- Sometimes the local partners prefer schools or hospitals - more visible projects, and consequently are less interested in and lack ownership to IPs.
- The lack of adequately addressing the important need for organizational development (and all the efforts and time it takes to achieve this) at the various levels (project, partner, MO, consultants) involved in project preparation, implementation and (even) evaluation. Often this is being addressed too late in the project period. E.g. for the Pokot project it was not addressed before in the project's out-phasing period.

### 3.2.3. *Local and national authorities (including local/regional technical services)*

The establishment of strong partnerships with local or national authorities, including the local technical services, are important in creating synergies, to strengthen project activities and for cross fertilization and on-going technical assistance and exchange of experiences. It is also important in order to ensure follow-up and sustainability of project activities and investments.

Cooperation with local or national authorities. The great majority or 21 projects reported to cooperate with the sectorial administration at national, provincial, district and/or municipal level. The chapter 3.2.2 above also shows that the national or local authorities are the main partner in six of the projects (5 in Asia and 1 in Africa).

As illustrated in table 3.7 below, the authorities' involvement in the different stages of the project varies significantly between the projects. 14 projects have involved them in project preparation and design, and 12 (6 in Asia) in the planning of activities at field level. 11 projects have involved the local authorities in the actual implementation of activities and 10 projects in the preparation of plans and budgets. In seven of the 29 projects the authorities have not been involved in the project cycle at all.

**Table 3.7      Involvement of local authorities in the project**

	Number of projects where local authorities are involved at different stages
Project preparation and design	14
Preparation of annual plans and budgets	10
Planning of activities at field level	12
Implementation of activities	11
Not involved	7
Not answered	4

The involvement of the authorities is closest and most frequent in Asia. This is partly explained by the five projects



in Asia that have the local or national government as their main implementing partner. Moreover, in China it is difficult to bypass the local or national government. In Latin America, the involvement of the local authorities have been particularly strong for the NLM and NMA projects in Bolivia, where the legislation on decentralization and participation makes it an obligation and an opportunity for the municipalities to actively participate and coordinate with this type of projects. This includes co-financing of project activities and coordination with municipal plans.

The general low involvement of local authorities in the projects in Africa must be seen in relation to the fact that these projects all target remote and marginal areas that have been chronically neglected by central and local governments. Consequently, many projects had minimal contacts with the national authorities and other development actors in particular during the projects' start up phase. On the other hand, NMS' project in the Mopti seems to collaborate more closely with the local communes than its partner MELM. Previously the communes' administration and currently the communes' elected members<sup>5</sup> are members of the Mopti project's coordination committee. They also participate regularly in the monitoring and sometimes also in the execution of project activities. The communes, together with the beneficiary communities, will also take over the responsibilities of many project investments after PDHIK phases out.

Some projects reported that the high turn over government officials was a challenging factor when collaborating with the local government. In China, many project have have written agreements for the program implementation between the MO and the respective government office. See Box 1 for more information about the projects' collaboration with the local government in China.

According to the MOs, the local authorities are often more involved in IPs than in more sectoral projects as IPs often have strategies for involving local authorities and are consequently easier to involve. Moreover, IPs have greater potentials in e.g. raising important issues with the local authorities such as raising transparency and corruption issues (e.g. projects in Bolivia and in Ecuador) and to make vulnerable groups more visible. However, as the findings here reveal, there are great variations in the actual involvement of local authorities.

Some MOs also reported that the interest in IPs could also be lacking among the local authorities (as with the local partner) as they sometimes want large and visible development projects and IPs are at community level and less visible. National authorities. In Asia, NMA's project in Vietnam and NLM's project in Mongolia have national authorities as partner (see Annex 6 for more details). IPs in Latin America and Africa have overall limited cooperation and very little contact with national authorities. MOs claim that generally sector projects have more relations with national authorities. Often due to their heavy investments (infrastructure) they sometimes have possibilities for influencing national authorities and their policies (such as NMS in Madagascar).

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5 The change is due to the recent organizational set-up of Mali's municipalities/communes.



### Box 1: Collaboration with the local government in China

All the five integrated projects in China have the local government as partner. In all except for NHAM's project in Tibet, the local government is one of the projects' main implementing agencies. Close and good working relationships between the project and its partner and the sharing of project goals and objectives are seen as important aspects for the partner's involvement and commitment in China. Several projects have written agreements for the program implementation between the MO and the respective government office. Due to the high turn over of government staff in the project areas, it was reported that these agreements assist in ensuring continuity of project activities. The SA's project reported that the establishment of detailed operational guidelines for project and government staff was also useful for project implementation.

In one of NLM's projects it is the Poverty Alleviating Office (PAO) of the Zhao Yang County that is the legally responsible implementing agency for the project. Several staff of the PAO and other sectoral bureaus at prefecture, county and township levels are responsible for and involved in the project implementation. The project consciously involves the PAO at the prefecture level both to increase commitment and ownership at a higher administrative level than the county level and to enable the project to mobilize more matching funds from the local government (see section 5.1.2 - 4 below). Zhao Tong is one of the poorest prefectures in China and has for several decades been one of the few prefectures in China that have been targeted for poverty alleviation activities, including training. As a result, the PAOs' have significant awareness of and capacities in development activities. Initially the PAO partner was somehow reluctant to the project's community based development training, one of the project's main components. Consequently, it was important "to find officials who would understand the value of the training and understand that this could change and strengthen communities". The project reported that the project's community infrastructure "bought time" and enabled the project to conduct the initial training activities with the government's involvement. Currently, the PAO offices at different levels report that they have ownership and are committed to the participatory training approach which was new for them. Most government run training activities in China are very sectoral. The PAOs claim that the training approach has provided a valuable methodology for their daily work (see Box 7 on the CHE approach in section 5.2 below). Many of the projects in China and elsewhere that use the local technical administrations as implementing partners need less staff paid by the project, and consequently have lower operating costs, as many of the activities are implemented by government officials who are under the government's payroll.

#### 3.2.4. MO – in country (satellite) and in Norway

There are important differences in the relations between projects on the one hand and partners, satellites and MOs on the other.

14 projects are dependent on their local partner organization as Table 3.8 indicates. Nine of these are in Asia and only three in Africa and two in Latin America.

13 of the projects are either heavily dependent on the satellite or the member organization in Norway. This includes only two projects in Asia and the majority of the projects in Africa and Latin America. Projects, which are mainly dependent on MO in Norway, are only in Africa. If we look at the project period or when they were started we find no systematic difference regarding this type of dependency.





**Table 3.8 Projects' relations to partner, satellite and MO (in Norway)**

	Number of projects in			
	Africa	Latin America	Asia	Total
Project mainly dependent on				
a) Partner	3	2	9	14
b) Satellite	3	4	2	9
c) MO	4	-	-	4
d) Not known	1	-	1	2
Total	11	6	12	29

There seems to be a tendency that when the project's local partner is weak, which is rare in Asia but often the case in Africa and Latin America, the project cooperates more directly with either the satellite or the MO in Norway. It might also be that the same partner remains weak as the project will over time tend to neglect its partner and collaborates directly with the MO.

This is apparent from the experiences in Africa where the local partner churches are weak. E.g. Madagascar's FLM, which is rather weak, has not been much involved in project planning and implementation. Until recently, the Sofaba and the Manakara projects relied on direct cooperation with NMS in Stavanger. Currently they cooperate more closely with NMS in Madagascar as NMS recently decided to decentralize many of the responsibilities related to the organization and follow-up of its development work from Norway to its country offices.

In Ethiopia where the local synods associated with the five projects are weak, there is also a tendency that the projects rely more on cooperation with satellite or with MO.

The two projects in Mali report to depend mainly on Normisjon's satellite (Goundara project) and NMS in Norway (PDIKH).

On the other hand, the CELPA program reports to be dependent on the church administration which is an experienced and strong organization.

The above also applies to Latin America, where the local partner churches are weak organizations. On the other hand, the NMA way of working in Bolivia and Ecuador which is to build up and support the national partner as a development NGO, brings about total project ownership of the partner.

The above findings imply that the local partner might have little influence as the dialogue is often between project team (e.g. a Norwegian project manager) and the satellite or MO in Norway. Sometimes the MO country offices want to become more operational, such as NLM's satellite in Ethiopia or Normisjon in Mali where the local church is perceived as too weak to be involved. NMS in Madagascar has also plans to strengthen its office with a development officer.

These findings have significant consequences for the needs for specific skills/ competencies of the local partner for some of the projects, MOs' satellites and home offices. It also affects the sustainability aspects of the projects' activities and achievements which are discussed in chapter 5.3.





## 4. APPROACHES AND METHODOLOGIES

Integrated projects represent a particular approach to development where the term “integration” is the focal concept. When discussing this concept a basic question is “integration of what and in relation to what”. Different projects have different answers and methodologies to this question. In the previous chapters, the focus has been on the integration of stakeholders – both target groups and cooperating institutions.

This chapter focuses on the project approaches and methodologies, which include participatory approaches and techniques, training activities and methodologies, rotations and mechanisms for coordination and integration of sectors.

The review found that almost all projects apply different techniques and methodologies related to stakeholder participation and training methodologies and techniques. Most projects undertake activities to develop and strengthen community based organizations. In several of the projects in Asia the empowerment of community organizations was the overall project goal.

Improved skills of individuals and capacity building of grass root organizations were reported as some of the most important project achievements by many projects.

In Asia the projects generally focus more on training and cover more target groups for training activities. In Africa more projects are targeting farmers and committees in charge of specific activities.

Nearly all projects target women and/or women groups but some projects are relatively weak in involving women in general training activities and in beneficiary organizations, in particular the projects in Latin America.

By closely involving the partner and other cooperating organizations and by building networks and synergies with them and other actors, some projects have demonstrated that their participatory approaches and methodologies can be become widespread and have a significant multiplier effect such as the Zhao Tong project in China.

Very few projects target church organizations and their leaders with skill development.

The beneficiaries contribute in cash and/or kind and/or labor in all the reviewed projects. The local governments contribute matching funds to project activities in Bolivia and China only.

The multi-sectoral approach is an important aspect as poverty alleviation at local community level can rarely be achieved by focusing on one single sector. Generally, integrated projects should cover a minimum of two and preferably three or more sector; but also limit the number to only those they do well and involve collaborating partners and other development actors in the other sectors.

Geographical and sectorial rotation is an important part for many of the integrated projects. Many projects that are either in the testing stage or that have not yet considered rotating should learn from the experiences of other projects that have developed sound rotational approaches.

In spite of many positive and encouraging findings, there are still possibilities to improve and strengthen the training





skills, participatory approaches and methodologies of several projects, partners, collaborating organizations and MOs. Many projects provide important “best or good cases” and useful lessons learned related to training, stakeholder involvement, and various participatory approaches and methodologies.

## 4.1. Participatory approaches at different stages

### 4.1.1. Overview

As mentioned in section 3.2, participation of different stakeholders is an important aspect of integrated projects and a condition for achieving results. The approaches and methodologies to achieve empowerment and build the capacities of local communities and to strengthen stakeholder involvement and ownership are often yardsticks for a project’s strengths and weaknesses.

Several MOs reported that it is easier for integrated projects to obtain participation and ownership by stakeholders than for other kind of projects due to their flexibility and community level approach. The findings in section 3.2 illustrate that for some projects in Asia the beneficiaries are involved in all of the project phases. Many projects in all the three continents can improve the participation of beneficiaries, in particular in overall decision making and management of the project and in the project planning and design (see table 3.6). Many projects involve closely their main project partner in the project’s preparation, execution and management; some choose partner consciously; some focused on closely involving and training the project partner from the very onset of the project or addressed the need of the partner to be more involved at a later – but not too late - phase. However, a few projects have some way to go in adequately involving and in equipping their local partner. The local or national authorities are first and foremost involved in project preparation and design (14 projects), and secondly in the planning of activities at field level (12) and in thirdly in the actual implementation of activities (11) In seven of the 29 projects the authorities have not been involved in the project cycle at all.

In planning and implementing activities at field level the project administration may be more or less active. It may be a “doer” or more of an intermediary facilitator. As table 4.1 illustrates, for five of the projects the project administration is more of an intermediary facilitator, leaving most of the responsibilities for planning and implementation to the local communities. For the remaining 12 projects the role of the project administration is more of the traditional “doer”.

**Table 4.1 Implementation of activities at field level**

	Number of projects
Project administration directly involved in implementation	13
Project administration plays an intermediary role, facilitating implementation	7
Not answered	9

### 4.1.2. Different approaches to achieve participation of stakeholders:

#### 1. Techniques for beneficiaries’ needs assessment and project identification

Almost all IPs reported to apply different techniques related to needs assessments and processes for identification of projects. Some projects also reported to have developed rather comprehensive methods and approaches that they reportedly have good experiences in applying at community level. Some of these techniques are



described below. The involvement of different stakeholders, both beneficiaries and partners, in preparation and design is generally high for many projects in Asia and for some in Latin America and Africa where they use different techniques for needs assessment (see e.g. boxes 2 and 4 below).

Other projects, in particular some in Latin America and Africa can strengthen their skills in participatory techniques and learn from the many positive experiences and good practices of other integrated projects. E.g. in Ethiopia, MO satellites and some projects reported that many projects and their staff had little knowledge of participatory techniques and were weak in involving adequately the local communities in needs assessment and identification of project activities. Others (MOs, satellites or projects, in particular those involved in Africa) claimed that the project documents were sometimes based on poor needs assessments. Some of the projects were initiated and prepared by persons associated with the MO and with often limited involvement of other stakeholders. Subsequently it could be difficult to change or modify project activities or selection of project sites during the project period as many of these were already “cast in stone” by formal agreements between the MO, the project and sometimes also the partner.

NLM's Pokot project reported to have good experiences with their methods for selecting communities for its community mobilisation program and in assessing their needs. ELCK is also involved in this process. First, the churches at parish level receive applications from local communities. The applications are then submitted to ELCK's District Council who will do a preliminary selection of the villages which is submitted to the Pokot project. Subsequently, project staff will carry out a preliminary base line study in all the proposed communities. The project's recommendations, including a ranking of villages, will be sent back to the District Council which will make a final decision on the selection of beneficiary communities. Subsequently, the outreach staff starts its gatekeeper method in each selected village (see Box 2 below).

## Box 2: The Pokot project's gate keeper approach

The Pokot project has developed a special approach in how to select committed village development agents (VDA) at community level. During the first meeting with a selected community, the outreach team will inform village elders and people representing the local administration and government and other village “gate keepers” about the project. Some of these people will be provided with five days of training by the project which focus on PIP's objectives and approaches, the work ahead and the significant work associated with and the criteria for being a VDA. According to PIP staff, the training results in a general reduction of interest and commitment by the “gate keepers” in becoming the actual VDA and being involved in the daily project implementation (“too much work involved”). Instead the “gate keepers” will start identifying serious and committed VDA candidates who meet PIP's criteria. The final selection of the VDAs will be done in a public meeting and the “gate keepers” can continue their previous activities. The 20 VDAs constitute the member of the Village development committee. PIP's approach is based on the mixed experiences during its first phase when PIP staff selected the VDAs. At that time village meetings were often “hijacked” by the gate keepers who wanted to become VDAs - but without knowing the work and time associated with such responsibilities. According to PIP, the “gate keepers” are often the opinion leaders within the village and are generally better as PIP informers than implementers. PIP claims that its new approach guarantees a selection of good VDAs and the village elders or opinion leaders will feel involved and not neglected.

Following the selection and training of the 20 VDAs, the outreach team, the VDAs and the “gate keepers” will do a relative thorough Participatory Rural Appraisal (PRA) at village level. The PRA results will be compared with the Project Document and with the baseline data from PIP's previous survey.



The NMS' project in Mali selects villages consciously to create inter-village competition. The project also carries out feasibility studies at village level together with the community. It was reported that they were previously weak but have now been improved. PDIKH supports the community in the elaboration of the village development plans. The beneficiary community participates in the selection of activities and concrete commitment contracts are established between each community and PDIKH. The village chiefs and their counsellors will be in charge of preserving the cohesion of activities while the elected village development committee (VDC) will manage the concrete activities. Project plans are elaborated in close collaboration with the target group and local authorities (its technical departments). The coordination committee has quarterly evaluations of project implementation.

The NMA projects in Bolivia have a process for identification and approval of projects which include beneficiaries, local authorities and NMA project staff. In the community the focal point is the Administrative Committee, who organizes community meetings for the identification of project ideas. The selected project idea is submitted to NMA project staff and the Municipality that jointly analyze the proposals and approve it based on certain criteria.

In SA's two projects in Bangladesh, one of the expectations of the projects' training the local communities is that they in the future will be actively involved in project identification and planning and that leaders will emerge from these community support groups that will have the ability to organize and mobilize community participation in their development. The community support groups have equal gender based membership.

In AR's project in China, it is the local authorities that assess the needs of villages (actual needs, the potentials for local community contributions and available sites) for the "package of infrastructure and services" provided by the project. Subsequently the authorities approach the county government who will select the areas of greatest needs. The local Amity representative will make a recommendation to its Headquarters. The project manager at Headquarters and Areopagos will make the final selection during a joint field visit.

The NLM's two projects in China have in close collaboration with the Kunming Medical College, adopted the participatory Community Health and Education (Development) (CHE) approach. CHE was initiated by the Finish Pentecostal Society. The CHE training approach is used both to identify, with the community members, priority activities at village level and in many of the project's other training activities of the project (see Box 7 in section 4.2 about the CHE approach and the local government's strong involvement and follow-up of the process). In the Zhao Tong Community Development Project, several villages have been trained – and some also graduated - in the CHE approach. In these communities, members – both women and men – appear to be actively involved in the assessment of priority community activities. The whole process from initial needs assessment at village level to approval at prefecture and project levels takes three to four months, and also involves the township level.

## **2. *Development and strengthening of community based organization***

Most of the IPs undertake activities to develop and strengthen community based organizations. This may be to support existing organizations or to promote the creation of new ones. Community empowerment is also often an important part of integrated projects. Types of local organizations created or supported by different project comprise: village development committees (VDC), health and school committees, water (user) committees, community forest protection, irrigation, and watershed management committees, groups of landless and unemployed youth, farmers groups and women groups (often women credit and savings groups). In a few projects, such as SA's project in rural Bangladesh and the current phase of Normisjon's Rural Development Project in India, capacity building of communities is the projects' overall goal.



The projects in Bolivia represent different approaches. The NLM project in Tinguipaya is very actively promoting creation of water committees as a prerequisite for drinking water schemes. These committees would be in charge of the implementation of the schemes as well as the operation and maintenance.

The two NMA projects focus on the establishment of community administration committees, who are in charge of identification, planning and implementation of activities with financial and technical support from the project.

NMS' PDIKH in Mali puts a lot of emphasis on the need to create and strengthen the village development committees to ensure that they are operational prior to launching project activities. To strengthen the sustainability of project investments at village level, the project stresses the need that each community is committed, that its village development committee is operational, and that maintenance funds exist (see section 5.4). PDIKH also reported that the training needs of the local organizations are important and take considerable time and efforts. The project also stresses the need of involving women and marginalized groups in the various committees, these are often categories of the communities that are neglected and rarely involved in decision making activities.

One of the lessons learned from the SA's project in China was that it was not able to significantly strengthen local community organizations as: "the different components were scattered for different target groups and the activity in one community was not intense enough".

The NHAM's project in Tibet reported difficulties in establishing user groups and other new local community organizations as the Chinese government is skeptical to new organizations and organizations outside their structure – and control. Consequently the project currently focuses more on involving and training traditional and often more hierarchical structures in the targeted communities.

#### **Box 4: Normisjon's support to community organization and group formation**

Normisjon's two projects in India focus to a great extent on strengthening community organizations. The Assam's Victims' Development Support Project reports that currently mutual trust and confidence among different ethnic groups have increased considerably as they and their organizations come together in common platforms such as the village development committees to share their ideas and experiences. These committees will "act as a forum for collective learning and the nodal agency for holistic development of the concerned community in the future".

The NELC Rural Development Project has since the mid 90s been involved in organizing and strengthening the capacities of the communities through the formation and training of various social action groups such as user committees (in forestry protection, irrigation, watershed management etc.) and credit and savings groups. The project targets mostly rural villages where "the government machinery neither exists nor operates". The findings of the project review in 2000 were generally positive in terms of the strength, relevance, and operations of these groups. The review also noted that NELC, that have mostly local staff, had shifted its role from a doer to a facilitator. The participation of women was generally low in the various organizations and the communities' priorities were often identified by NELC and not by themselves. Subsequently, NELC now applies participatory appraisal methods to identify problems within the target groups. The current project phase focuses on both: (i) widening the organizational scope and strengthening the community participation by establishing and strengthening village development associations or so-called Gram Sabha (village self governance systems) where both women and men participate, and (ii) the organization and formation of self-help groups for savings and collective development efforts. These groups consist mainly of women members and are – as the other project initiated committees or groups - under the Gram Sabha umbrella.



### **3. *Contribution from beneficiaries***

In all projects there is contribution from the beneficiaries. This may be cash and/or kind and/or labor.

In Africa, six projects reported that beneficiaries' contribution in terms of physical labor and provision of local material is an important precondition for the implementation of project activities, in particular for construction of wells and class rooms. Interestingly, the PDIKH project in Mali has changed focus from physical to financial contribution due to the communities' previous problems in mobilizing physical labor and in respecting the agreed hours of work etc.

In Latin America and Asia the beneficiaries' contribution for most projects are both in kind and labor. For four projects in Latin America the beneficiaries also make cash contributions.

### **4. *Financial contribution by the authorities or the local church.***

None of the 11 projects in Africa reported that the relevant municipalities had contributed financially to the project activities except for the education sector for the Sofaba project in Madagascar and the Pokot project in Kenya (that provides school books and some materials for some of the classroom constructed by the project). Concerning the contribution from the local church, that was generally non existent or more related to e.g. permitting the use by the project of church facilities, infacilitating meetings etc.

In Bolivia the municipalities contribute in cash to all the three projects, most systematically so for the two NMA projects. The basis for this is the new legislation on decentralization and participation. Based on this, the Central Government makes important transfers to the municipalities for local investments. For the two NMA-B projects agreements have been made with the municipalities on their contributions to different categories of projects. Furthermore a procedure for joint project approval has been established.

In China, the local government often provides significant matching funds to different project activities or infrastructure. The NLM's Zhao Tong Community Development Program that has the Zhao Yang County Poverty Alleviation Office as partner also involves the PAO at a higher, prefecture level. The reason is not only to increase commitment and ownership at a higher administrative level but also to enable the project to mobilize more matching funds from the local government. E.g. the central Chinese government transfer funds for social infrastructure to the prefecture level. Consequently, for several of the Zhao Tong project activities, funds have been matched from the prefecture level and for some activities they have also been matched by the township PAO (e.g. for schools and electricity connections).

### **5. *Coordination with municipal budgets and plans***

The agreements between the two NMA projects in Bolivia and the municipalities also ensure coordination between project plans and municipal development plans, including annual plans and budgets. No projects will be approved unless they are in accordance with municipal plans which are ensured by an approval process where both NMA and the municipality participate. Consequently, in Bolivia there is an important participation of the municipalities in the projects, both financially as politically.



## 4.2. Training activities and methodologies

Training activities and capacity building should be an integral part of these projects that most often target rural communities located in remote and resource poor areas and with a population with sometimes high illiteracy levels and with few and often weak local rural organizations.

Most of the projects are involved in training exercises. As illustrated in Table 4.2 the main target groups are: women (in groups or individuals) (18 projects), individual farmers or farmers organized in groups (16), community organizations and their local leaders (15), individuals (13), staff of public institutions (teachers, health workers etc.), and NGOs (13), committees in charge of a specific activity (10), local authorities (10), project staff (10), and leaders of local organizations and churches(6).

The table also shows differences between Africa, Asia and Latin America. Overall, in Asia the projects generally focus more on training and cover more target groups for training, activities, including women (only one project in Asia does not have women as main target group) community organizations, individuals, project staff and staff of public institutions. In Africa more projects are targeting farmers and committees in charge of specific activities. Only one project in Latin America targets specifically women in its training activities.

**Table 4.2 Target groups for training**

	Number of projects addressing target groups			
	Africa	Latin America	Asia	Total
1. Women (in groups or individuals)	5	1	11	18
2. Farmers – individually or in groups	8	4	4	16
3. Community organizations and local leaders	4	3	8	15
4. Individuals	4	2	8	14
5. Staff of public institutions (teachers, health workers) and NGOs	2	2	9	13
6. Committees in charge of specific activity (e.g. water committees)	5	1	4	10
7. Local authorities	4	0	6	10
8. Project staff	1	0	9	10
9. Leaders of local organizations and churches	1	1	7	9
10. Parents' associations	3	2	1	6
11. Pupils and students	3	1	1	5

Table 4.3 shows the subjects included in the training. The most common subjects is production (agriculture etc., vocational training, crafts etc.) (18 projects), community development (17), health and education (17), administration and organization (17), operation and maintenance (15), gender, human rights, peace (10), marketing and commercialization (5), and literacy (5).





The table demonstrates that projects in Asia provide more training activities in all the mentioned training subjects except in training related to production and administration where in relative terms projects in Latin America do most. Literacy training is a more frequent in Africa. No projects in Latin America report to provide gender training.

**Table 4.3 Training subjects which are included in the training activities**

	Number of projects with training subjects			
	Africa	Latin America	Asia	Total
1. Production (agriculture etc., vocation, crafts)	6	5	7	18
2. Community development	6	3	8	17
3. Health and education	7	1	9	17
4. Administration and organization	6	4	7	17
5. Operation and maintenance	4	3	8	15
6. Gender, human rights, peace	5	0	5	10
7. Marketing and commercialization	0	1	4	5
8. Literacy	3	0	2	5

Finally, in most projects but one, the training is done both by project staff as well as by outside partners and specialists.

The findings reveal that the training aspect is very important in the integrated projects. This is also confirmed by the fact that improved skills of individuals and strengthening of community organizations were reported as important project achievements by 16 and 13 projects, respectively of the 23 projects reporting (see table 5.1 for more details).

In Africa and Latin America where nine and three projects, respectively have the local church as its partner only one project in each of the continents report to target church organizations and their leaders with skill development. This can imply that the organizational development of their local partners has not yet been given attention by many projects in these two continents. This issue is discussed further under section 5.2 on sustainability.

### Box 5: The training approach of NLM's Pokot project

The training approach of the Pokot project's community mobilisation program is as follows: After the training topics have been selected jointly by the community and the project, the training will be provided to the 20 village development agents (see section 5.1.2 for how the VDAs are selected). They will act as the lead trainers and will each disseminate the information given to at least 20 other village members or followers. However, during the first year, PIP staff focuses on training the VDAs. In the second year, the VDAs will start disseminating information to 10 followers each and the next year 10 new followers. During the third year the project also tries to link the community and VDAs to government and other organizations that can take over old activities or that can start new activities in the community.

All training is provided to all the 20 village development agents, no matter whether the training section concerns only agricultural activities for the agricultural agents or health related issues for traditional birth attendants.





Organizational development in PYM's CELPA program: Since 1992, the CELPA program has included an organizational development component. The main objective has been to enable and strengthen CELPA's central administration in Bukavu in the management of the different departments, activities and projects, both in Bukavu and at local level. Later the activities related to this component have included CELPA's regional administrations.

#### **Box 6: Administration and organizational skill training by NMA in Bolivia**

The NMA projects in Bolivia have training of beneficiaries in technical skills as well as in training in administrative and organizational skills for project identification, planning and implementation. The administrative committees are fully in charge of all the steps in the project cycle including management of funds and contracting of labour and consultants – all with technical assistance and supervision by project staff.

NLM's Zhao Tong Community Development Project training strategy for the CHE approach has demonstrated the possibility that by closely involving its partner and other cooperating organizations and by building networks and synergies with them, the projects' participatory approaches and methodologies can become widespread and have a significant multiplier effect. See Box 7 below for more details.

The above findings reveal that the training aspect is very important in the integrated projects. Although the evaluation has not been able to assess the impact of the training activities on individuals and organizations, improved skills of individuals and strengthening of community organizations were stated as being important project achievements by 16 and 13 projects, respectively of the 23 projects reporting.

On the other hand, some projects and MOs reported, in particular those in Africa, that because integrated projects are generally involved in many activities the training efforts could have little impact. Moreover, relatively new and very weak rural organizations, often project initiated and with many illiterate members (in particular in Africa) might need skills and organizational development for a longer time period than the typical "rotational" period of e.g. two or three years of a specific project. Consequently there is an apparent need for either a long term follow-up including training activities beyond the rotational period. Solutions might be that other development partners (local technical services, NGOs etc.) take-over the responsibility for providing training to these organizations.



## Box 7: The involvement of government staff in China in the CHE approach

The NLM's two projects in China have in close collaboration with the Kunming Medical College, adopted the participatory Community Health Education (CHE) approach. The CHE approach is used both in the community level needs assessments and in many of the projects' other training activities.

The Community Health Education/ Evangelism/ Empowerment (and Development) approach was developed by the Finish Pentecostal Society. CHE's fundamental idea is to enable the collaborating partners and actors to be positive and have important influence in their local communities, and through this develop sustainable development. A key concept is ownership to project and activities: CHE does not come to its local partners with finalized plans and programs. Instead the approach assists and facilitates the community members to carry out and accomplish their own development plans.

The Zhao Tong Community Development Project's strategy for CHE training has demonstrated that by closely involving the local government's Poverty and Alleviation Offices (PAOs) and representatives at various levels (village, township and prefecture) in the training and by building networks and synergies with them, the CHE approach has potentials to become widespread and to have a significant multiplier effect that goes beyond the project and the project area.

Initially the PAO partner was somehow reluctant to the project's community based development training, one of the project's main components. Consequently, it was important for the project "to find officials who would understand the value of the training and understand that this could change and strengthen communities". The project's community infrastructure "bought time" and enabled the project to conduct the initial training activities with the government's involvement.

Currently, the PAO offices at different levels report that they have ownership and are committed to the participatory training approach which was new for them. Most government run training activities in China are very sectoral, often very specialized and not very holistic. The PAOs claim that the participatory approach is new for them, and that they can observe the impact and changes in the villages that have been trained in CHE. They also report that the training provided by the project and their involvement in the project have helped them in preparing and monitoring annual plans and programs which was new to them.

With the financial support from mostly the local government (prefecture level) and some limited project funds, one township government has now set up a small training center for training activities including CHE and plans to conduct several participatory training exercises in new villages (not covered by the project) and in new settings such as in schools and in some communities to discuss issues such as family planning and resettlement. They proudly report that they have elaborated an annual training program for the township. Another township wants to set up a similar center.

The Zhao Tong County is one of China's most poor counties and consequently also one of the key counties for poverty alleviation activities, including training. The County's PAO office wants to test out the CHE methodologies and subsequently to demonstrate to other poor counties in China that this is a useful training approach.



### 4.3. Rotations, change of sectors and/or activities, mechanisms for coordination and integration

#### 4.3.1. Rotations and change of sectors

The rotational aspect is often perceived as being an important part of many integrated projects and as an integral approach or strategy of these projects. In general, rotation implies that the project will stay in a specific area working together with a limited number of local communities for a certain time period, and subsequently leave the community or area and move to new project sites or communities. Rotation can also be changing of sectors or components of a project.

The reported benefits with rotations comprise: the possibilities to cover more beneficiary communities; the decrease of project dependency and strengthening of ownership to project achievements, and – because the out-phasing date is fixed – an increased stakeholder understanding of future responsibilities and challenges related to the follow-up of these after the project leaves.

Challenges related to rotations include: the need to strengthen the skills and capacities of individuals and local organizations in a shorter period of time; higher transport costs and time as the distances between the project's headquarter and new target areas can increase considerably; the new sites are areas where the local partner church is new or not represented; and the follow-up of previous beneficiary communities and costs related to this.

MOs and BN reported that rotation is specific for integrated projects, often due to their more flexible approach. Other projects often expand geographically, but they rarely rotate. In many cases the projects start wide with many sectors and limit the number over sectors over time to those sectors they implement well. Occasionally the projects had problems in withdrawing from a sector, even when the project did not perform well in the sector. The actual limitation of sectors was often dependent on the project's or MO's use of evaluations and the actual follow-up of the evaluations' recommendations.

Table 4.4 shows that out of 27 projects that responded there have been changes in the geographic coverage of seventeen projects. Changes in the composition of sectors, have taken place for thirteen out of the 24 projects that responded.

**Table 4.4      Rotation - changes in projects**

	Changes in	
	Geographic coverage	Composition of sectors and/or components
Number of projects with changes	17	13
Number of projects with no changes	10	11
Not answered	2	5

Of the seventeen projects where geographic coverage has changed, eight are in Asia; five in Africa, and four in Latin America. Of these seventeen, thirteen are ongoing projects.

Table 4.5 shows the extent to which the projects have plans for changes of the geographical coverage or sectors. About half of the projects have plans to change the geographic coverage, but fewer projects have plans to change the composition of sectors and components.

**Table 4.5      Rotation - plans for changes**

	Plans for changes in			
	Expanding geographic coverage	Close present area and start in new area	Include new sectors or components	Close ongoing sectors/ components and start new
Number of projects with plans to change	14	13	9	10
Number of projects with no plans to change	13	14	16	16
Not answered	2	2	4	3

Half of the eight projects in Africa that responded rotate. These are the Sofaba project in Madagascar, the Pokot project in Kenya, the CELPA program in DRC and PDIHK in northern Mali.

The Pokot project has in its community mobilisation program two outreach teams<sup>6</sup> that normally stay three years each in a specific geographical area supporting a limited number of communities (currently three per area). Subsequently, they will move to new communities in another area. The activities focus on agricultural extension and community based health care (CBHC). They have followed this approach during several project phases and reported to have good experiences with this approach. But the intended follow-up of old beneficiary communities has so far not been feasible. This is partly due to the important geographical distances between new and old project sites, the lack of adequate man power to follow-up and the high transportation costs that this would imply. Moreover they reported that the three years would not be enough to have any impact on important awareness activities such the project's awareness campaigns to reduce the traditional practices related to female genital mutilation (FGM).

The PDIHK project in Mali supports a community for about one project phase of five years before they move to new communities. The project phases out from an area gradually and informs each community in writing for the dates when the project closes its activities. The beneficiary communities are selected consciously to create competition among the communities within the area. They report to have good experiences with the rotational approach. The project also creates antennas in the new areas to reduce some of the increased transportation costs and time involved in project staff travelling to the new areas that are remote to the project headquarter.

The Sofaba project in Madagascar has experienced significant problems in respecting the limited number of years in a given community because of several reasons that comprise: (i) the important distances between the dispersed project sites. This is due to both the fact that the project covers two synods and because the project, during its first phase expanded to new sites without having finalized its old activities. The selection of the two synods and the premature expansion to new sites appear to be mainly based on evangelical objectives of FLM and NMS rather than development objectives; (ii) the consequent reliance on helicopter transportation to visit project sites. This implies that the project team visits each community only 2-3 days every month which is a very short time to carry out both general supervision and to provide training; (iii) the general weak and often project initiated development committees that need to be strengthened for a considerable time period; and (iv) a multi-sector involvement/ approach with many activities that demands a lot of attention.

<sup>6</sup> Each outreach team comprises an agriculturalist, a health specialist and a person in charge of women activities. An ELCK evangelist is also team member, but is financed by ELCK.



For the projects in Ethiopia, only three projects responded and neither have rotated or have any plans to rotate. This is also interesting given that two of the projects are new, and one might assume that new integrated projects would have plans for rotation.

Most of the projects in Latin America and Asia that have undergone changes in their geographic coverage have done this by shifting between communities within the same target area. One project extended the target area to include an additional municipality.

Tables 4.4 and 4.5 showed that relatively few projects have changed or plan to change project sectors. This lack of dynamism may be because the projects in themselves consist of a set of sectors and beneficiaries' expectations make it difficult to change.

The NLM Tinguipaya project in Bolivia covers five sectors, of which agriculture is the only one which has been included during the full project period. Health was included in the first years and then phased out and transferred to the municipality. Education started after a few years and then phased out. Water supply was started after some years and is still going on. The last sector was started rather recently and is still going on.

NHAM's project in Tibet reported that it had been able to be involved in many sectors because of skilled sector managers. On the other hand: "the different sectors have waxed and waned according to availability of foreign staff who work with the project and of national sector management staff who are willing to "promote " a sector. The project is now in a process of replacing the foreign experts with nationals.

#### **4.3.2. Mechanism for coordination and integration of sectors and components**

Integration and coordination within multi-sectoral projects is important. However, project documents, interviews and project visits have not given a clear picture of expectations or methods for cross fertilization between sectors. Nevertheless, 24 projects reported on mechanism for integration between sectors, as shown in table 4.6. 11 projects mentioned internal team work. Eight mentioned the existence of crosscutting issues and staff working in more than one sector. Six mentioned involving other stakeholders in planning exercises. Three mentioned general coordination with different stakeholders. Several projects mentioned that the project support to activities that will increase the income in one or several sectors, such as increased production and sale of agricultural products or handicrafts are often crucial to achieve project objectives and sustainability in other sectors, for example the health or education sectors as more families will afford to pay for health services and/or school fees. The integration between a project's water and agricultural components is also common.

**Table 4.6 Mechanisms for coordination and integration**

	<b>Number of projects</b>
Internal coordination between sectors within the project (team work)	11
Crosscutting issues and/or staff working across sectors	8
Integrated planning involving other stakeholders showing interrelations between sectors and components	6
Coordination with other stakeholders	3



## 5. RELEVANCE, ACHIEVEMENTS, IMPACT AND SUSTAINABILITY

This chapter discusses the integrated projects relevance, achievements, impact and sustainability, including the projects' plans for phasing out.

The reviewed projects, their objectives, sectors, activities and approaches seem very relevant for local community members and their organizations living in poor and often remote areas in Africa, Asia and Latin America. This finding is supported by many project evaluations.

The most important project achievements reported comprise improvements in improved living conditions or skills of individuals and families and strengthening of community organizations.

This evaluation has not been able to assess the impacts of integrated projects. Nevertheless, the document revealed that several projects are relatively weak in developing good impact and other indicators and in monitoring and documenting achievements and impact. Good and well documented project results and achievements should be integrated in project and other relevant documents for dissemination to BN, other MOs, NORAD and sometimes to a wider audience.

A great risk for most development projects is that they can become "institutions" in the project area and among the target group and, consequently, will have problems in phasing out and closing. 14 of projects have phasing out plans and only half of the ongoing projects have one. This indicates that the phasing out issue is often neglected during a project's preparation and initial phases and that some of the projects tend to "drag their feet" until later phases.

Sustainability of project activities and investments is a crucial and challenging aspect in resource poor rural areas with weak local organizations and cooperating partners. Almost all the projects have strategies for ensuring sustainability of project achievements and activities. Most projects focus on the training of communities or partner for follow up and training of beneficiaries in operation and maintenance. A few have agreements with other institutions on budget for maintenance.

Projects in Asia, in particular and Latin America are more confident that beneficiaries are capable and committed to ensuring sustainability. Many projects in Africa find that the local partner has limited possibilities to ensure sustainability, while in Asia and Latin America more projects have confidence that the partner has follow-up mechanisms. Projects in these two continents have a much higher confidence in local authorities. These projects often work more closely with the authorities, either as the main partner or as one of the collaborating partners. Their responsibilities to ensure sustainability have often been included in agreements.

Although many findings related to sustainability of the projects' activities and achievements are positive and encouraging, they also indicate that there is a considerable room for improving this aspect for several projects.





## 5.1. Projects' relevance, achievements and impact

### 5.1.1. Project relevance

The reviewed projects' objectives, sectors and most activities supported, their approaches (e.g. for integration, strengthening community organizations etc.) seem very relevant for local community members and their organizations living in poor and often remote areas in Africa, Asia and Latin America. The target areas are generally the poorest regions of the country. Moreover, the projects' target populations are often minority groups living in areas that have been chronically neglected by national and local governments.

This finding that the projects are relevant is supported by different project evaluations. In addition, the MOs and BN reported that integrated projects and their activities generally have high relevance because an integrated project should be the result of people's own assessment of needs and because the target population should be involved from the very start. Although integrated projects are often more complex with a multitude of sectors and activities, they are more flexible than other projects as they are easier to change over time. According to the MOs, this flexibility should make it easier to ensure the integrated projects' relevance.

### 5.1.2. Project achievements

This evaluation has not been able to assess the actual achievements of each of the 17 integrated projects. However, an indication of the project achievements are given by the 13 of the 23 projects that have listed their main project results, as illustrated in table 5.1<sup>7</sup>.

The main achievements reported by the projects comprise improvements in improved skills of individuals (16 projects), improvement in living conditions for individuals' and families' living conditions (15) and strengthening of community organizations (14). Table 5.1 also reveals important differences between the various continents. In Africa all projects report on improvements in living conditions for individuals and families. In Latin America more projects report on improvement in economic basis for families and groups. Asian projects are the only that report on improved health (6 of the 8 projects in Asia that answered), they also report more on increased school enrolment.

**Table 5.1. Project achievements\*)**

	Number of projects including mentioned achievements			
	Africa	Latin America	Asia	Total
3. Improved skills of individuals	6	5	5	16
1. Improvements in living conditions for individuals and families	7	4	4	15

<sup>7</sup> The other six projects (of the 29) that did not list their project results were all projects which started during the last year.





4. Strengthening of community organizations – Empowerment	5	5	4	14
2. Improvement in economic basis for families (families and groups)	2	5	5	12
6. Increase in school enrolment	2	1	5	8
7. Improved infrastructure	3	2	3	8
8. Improved health	-	-	6	6
Number of projects reporting*	7	6	10	23

\*) Six projects (of the 29) did not list their project results as they started recently.

The MOs and BN reported that in general it was assumed to be easier for IPs than other projects to achieve project objectives partly because of their focus on mobilizing the local communities, and partly the projects cover several sectors and try to have a holistic approach. The rotational aspect was also reported as being positive as the project can finalize work in one area and continue in another area. It was stressed that IPs that focus on the sectors and activities that they do well can achieve better results.

On the other hand, aspects that could hamper project achievements (more than in other projects) included the fact that focus may be lost and some areas can be “swept over” too fast with too many activities, with a consequent lack of results (e.g for the Sofaba project in Madagascar that has very many activities in project sites that are highly geographically dispersed). Other projects are often geographically more focused and concentrated. There can also be a risk that focus is too much on small results instead of higher level such as sustainability of project’s activities and achievements.

### 5.1.3. *Project impact*

This evaluation has not assessed the impacts of integrated projects. Nevertheless, the question of integrated projects’ impact on target groups and on cooperating organizations (relative to that of other projects) was raised during the interviews with the MOs and BN and their responses are as follows:

Impact on local communities. In spite of great variations among integrated projects, it was perceived that they generally have a larger scope for impact on local communities with their community level approach and the often focus on changes attitudes and building organizations and networks. As a result, the effects and impact of a good IP are generally greater on a target group, in particular marginal groups such as in Africa, than for other projects. However, it was also stressed that IPs that do not manage to have an impact at community level should be closed.

Impact on cooperating organizations. It was reported that other projects of MOs are more used to work with cooperating organizations, and consequently it was easier to have an impact. However, IPs could bring cooperating organization closer to target population and learn about needs of target population, but that the IPs’ methodologies and approaches are decisive for the extent of impact. Also that IPs that build network and the impacts from competence building are more widely spread. In terms of regional differences, it was perceived that IPs in Latin America and Asia have more impact on cooperating organizations and that the impact in Africa was sometimes questionable.

The review of the projects and their documents revealed that several projects are relatively weak in developing good impact and other indicators and in monitoring and documenting achievements and impact. Good and well





documented project results and achievements can also be integrated in project and other relevant documents for dissemination to BN, other MOs, NORAD and sometimes to a wider audience.

## 5.2. Plans for phasing out and sustainability of activities and achievements

A great risk for most development projects, including integrated ones, is that they can become “institutions” in the project area and among the target group, the local communities, and, consequently, will have problems in phasing out and closing. Another risk is that a project’s cooperating partners and beneficiary communities often do not fully understand the sustainability aspects such as e.g. the consequences of handing over of responsibilities for running schools or dispensaries before the project’s closing date is set and the project starts implementing its disengagement plans. This evaluation has assessed the integrated projects’ extent of plans for phasing out.

Sustainability of project activities and investments is a crucial but also very challenging aspect of all development projects, not at least in marginal and resource poor rural areas with often new and weak local organizations and cooperating partners. The evaluation has looked at the projects’ strategies for ensuring sustainability and the projects’ assessments of the stakeholders’ likelihood for this.

### 5.2.1. Plans for Phasing Out

14 out of the 29 projects report that they have phasing out plans. 11 report that they do not have such plans and four projects, that are all new, did not answer. Table 5.2 shows that half of the fourteen projects that are ongoing (but have not reached the phasing out stage) have phasing out plans. Two of the four projects that have closed, used phasing out plans. The table also shows that of the 14 projects with phasing out plans eleven are projects with geographic rotation. Seven of the projects in Asia have phasing out plans, five in Africa and two in Latin America.

**Table 5.2 Project phases and phasing out plans**

Project phases	Projects with phasing out plans	Projects without phasing out plans	Not answered
a) New – starting	1	2	4
b) Ongoing	7	7	-
c) Phasing out	4	-	-
d) Finished	2	2	-
Total	14	11	4
Geographic rotation	11	11	2

These findings suggest that there is a certain tendency that the phasing out issue of a project is neglected during a project’s preparation and initial phases and that some of the projects tend to “drag their feet” until later phases. The same finding will probably be relevant to not only integrated projects but to many other if not most development projects. Nevertheless, it is a crucial issue that needs to be addressed and, ideally, the development of a project’s disengagement strategies should be an objective from a project’s initial stages. This was also confirmed by the various questionnaire responses by satellites, partners and projects.



This finding is confirmed by the experiences of e.g. the Pokot project in Kenya where the need for phasing out was not seriously considered before towards the end of its third phase (after about 14 years of implementation). Partly because the project did well with its different approaches related to building classrooms, running dispensaries, mobilizing local communities around development activities in different sectors and also in continuously rotating to new and needy communities. Although the project is currently in its five year out-phasing phase, it will continue its full fledged outreach program targeting several rural communities until the two last project years. The project has during this phase already carried out some capacity building activities that targeted the diocese and parishes of the local partner, ELCK Pokot. The project plans to, but has yet to develop and implement a comprehensive capacity building strategy and program for its two out-phasing years.

Normisjon's Rural Development Project in India is currently in its out-phasing phase. The project's mid term review in 2000 focused on the need to develop a sustainable RD administration and to increase ownership by its partner, the NELC church. NELC is expected to take over a reduced number of project activities after Normisjon phases out its financial support.

The NLM Tinguipaya project in Bolivia is following a well defined phasing out plan of activities and will be closed down by the end of 2006. They are scaling down physical activities in the different sectors and the staffing accordingly. Agreements are made with former staff to promote their continued activities on a cost recovery basis. Emphasis is on capacity building of beneficiaries in order to ensure sustainability of activities and building up relations between beneficiaries and relevant organizations for future support and cooperation.

#### **5.2.2. *Sustainability of activities and achievements***

24 of the 29 projects confirm that they have strategies for ensuring sustainability of project achievements and

#### **Box 8: The phasing out of the activities of NLM's SPD project**

The main local partners of NLM's Selenge Development Program (SDP) in Mongolia are the Ministry of Food and Agriculture, the Plant Science and Research Institute and the Research Institute of Animal Husbandry at the Agricultural University and the Association, the Fine and Semi-Fine Wool Sheep Breeders' Association (FS-FWSB). In previous phases SDP included many more components and partners. Some of the previous activities developed into three independent projects. Other activities were phased out from the project and are now being run by the respective partner. The main strategy for the collaboration with project partners is to have common goals and written annual cooperative agreements. These include plans for out-phasing and nationalization, including take over of activities by the partner. SDP's Board comprises NLM, project, and partner representatives. Consequently some partners also strengthen their capacities in project planning, budgeting, and reporting procedures. The different working groups related to the various project activities comprise representatives from the users, partner and project. The different groups and committees are perceived as important tools in enabling the different partners' follow-up and take over. The project will phase out from its support to vegetable gardening by end 2005. Afterwards, SDP will only support sheep breeding activities.



activities. 23 projects listed types of strategies for ensuring sustainability as shown in Table 5.3. Most projects focus on the training of communities or partner for follow up (16), training of beneficiaries in operation and maintenance, e.g. of equipment, classrooms, dispensaries etc. (15), initial involvement of beneficiaries (12), and agreements with other institutions on budget for maintenance (8). Only four projects report to have special agreements with communities for follow-up and two have their projects included in municipal plans. As may be seen, projects in Asia are very focused on training of communities and/or partners for follow-up. In Africa, the focus is on training beneficiaries in operation and maintenance. In Latin America projects are more focused on agreements with different institutions to ensure sustainability.

**Table 5.3 Types of strategies for ensuring sustainability**

	Number of projects including mentioned type of strategy			
	Africa	Latin America	Asia	Total
1. Training of communities or partner for follow up	5	2	9	16
2. Training of beneficiaries in operation and maintenance, community development	8	2	5	15
3. Initial involvement of beneficiaries	4	1	7	12
4. Agreements with other institutions on budget for maintenance	1	3	4	8
5. Special agreements with communities for follow-up	-	2	2	4
6. Increase revenue base through income generating activities	2	1	1	4
7. Projects included in local plans	1	1	-	2
8. Provision of equipment for maintenance	-	1	-	1
Number of projects having reported	8	4	11	23

Table 5.4 lists those who may be in charge of ensuring the sustainability of the project's achievements and activities, which comprise mainly beneficiaries and their organizations/communities (18) and the municipality/local authority (13) and local partner (9). Six projects mention the local partner in Asia and only three in Africa and none in Latin America. Projects in Asia focus on the local partner and the beneficiaries and their organizations. Africa mentions a wide range of those who will be responsible for ensuring sustainability, with emphasis on beneficiaries and local authorities. Projects in Latin America focus almost only on these categories.

**Table 5.4** Those who will be responsible for ensuring sustainability

	Actors responsible for ensuring sustainability			
	Africa	Latin America	Asia	Total
1. Beneficiaries and their organizations/ communities provided with equipment and/or training	8	3	7	18
2. Municipality and local authority	7	2	4	13
3. Local partner	3	-	6	9
4. Former project staff – agreement and equipment	-	1	1	2
5. Other institutions	1	-	1	2
6. Line ministries	2	-	1	3
Number of projects having reported	9	4	12	25

The projects have also assessed the possibilities of beneficiaries, partners and cooperating authorities to ensure the sustainability of project's achievements and activities as shown in tables 5.5, 5.6 and 5.7.

Concerning the beneficiaries, 14 projects (out of 18 that assessed this question) consider them capable and committed to ensure sustainability. Eight of the projects are in Asia. Only two are in Africa. Three projects report that they lack the capacity.

**Table 5.5** Assessment of beneficiaries' possibilities to ensure sustainability

	Number of projects including mentioned assessment			
	Africa	Latin America	Asia	Total
1 Beneficiaries capable and committed	2	4	8	14
2 Little capacity and further capacity building required	2	1	-	3
3 Maintenance capacity installed	-	1	-	1
4 Local economic basis missing	2	-	-	2
5 Cost recovery mechanisms to ensure maintenance in place	1	-	-	1
6. Difficult to assess, project too new	2	-	3	5
Number of projects having reported	7	5	11	23

Out of 21 projects that responded, nine projects report that their partner has follow-up mechanisms (after activities have been completed). This includes half of the projects that responded in both Asia and Africa. Nine projects report that the partners either lack funds or ownership, or both to ensure sustainability. This includes six of the seven projects that answered in Africa. Six projects report that their partner is administratively prepared, four in Asia and



two in Africa.

Concerning cooperating authorities, 10 of 20 projects report that the local authorities are committed through agreements, three that the local authorities are committed and one that they are not.

**Table 5.6 Assessment of partners' possibilities to ensure sustainability**

	Number of projects including mentioned assessment			
	Africa	Latin America	Asia	Total
Partner has follow-up mechanisms after activities have been completed	1	3	5	9
Limited possibilities: no funds or no ownership	6	1	2	9
Administratively prepared	2	-	4	6
Number of projects having reported	7	4	10	21

**Table 5.7 Assessment of cooperating authorities' possibilities to ensure sustainability**

	Number of projects including mentioned assessment			
	Africa	Latin America	Asia	Total
1. Local authorities not committed	-	1	-	1
3. Local authorities committed	2	-	1	3
2. Local authorities committed through agreements	1	4	5	10
Number of projects having reported	5	5	10	20



### Box 9: NMS PDIKH project's focus on sustainability at village level

In order to strengthen the sustainability aspects at community level and to integrate lessons learned from its previous phases, the NMS' PDIKH project in Mali puts emphasis on the actual community commitment to project activities, the village development committees' actual operationality and the existence of maintenance funds. The project document includes sustainability criteria and indicators for sustainability, which are as follows:

1. Criteria: dynamic local participation: that the target groups is committed to carry out development activities. Indicator: physical/financial participation from villages is delivered on schedule
2. Criteria: functioning local organizations. Indicator: village development committees hold meetings, present their activities plans and annual budgets, reports and minutes.
3. Criteria: Existence of funds for the maintenance of infrastructure and the functioning of village development committees. Indicator: the fund will come from the members' participations, from fees charged for services (water etc.) and from financial support from the communes.

Although the number of projects which have responded is limited, the tables illustrate some interesting differences between Africa, Asia and Latin America. Projects in Asia, in particular and Latin America are more confident that beneficiaries are capable and committed to ensuring sustainability. Almost all projects in Africa who have reported find that the local partner has limited possibilities to ensure sustainability, while in Asia and Latin America more projects have confidence that the partner has follow-up mechanisms. Projects in these two continents also have a much higher confidence in local authorities, whose responsibilities to ensure sustainability has been included in agreements.

NLM's Pokot project in Kenya has established a partnership with the local government that takes over the running of the school buildings that are sponsored by the project<sup>8</sup>. The Government of Kenya will provide teachers, curriculum, inspections and overall management of the schools. At the same time, the church (ELCK Pokot) can continue to have an important representation, even majority representation, in the schools steering committees.

The above findings demonstrate that many projects in Asia and Latin America are quite confident about the project's sustainability. On the other hand, these aspects appear to be more challenging for the integrated projects in Africa. Only two projects in Africa report that the beneficiaries are capable to ensure sustainability of project achievements and six (out of seven) report that the partner has no funds or ownership to ensure sustainability. For Asia and Latin America the sustainability prospects are more optimistic because of the strengthening of beneficiaries' organizations, of the local partner in the case of Asia and the linkages to the municipalities for projects in Latin America.

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<sup>8</sup> On average the project has supported the building of 2 classrooms in 12 primary schools per year, and from 2000 the project has financed the building of 2 classrooms in 5 primary schools.



## 6. CONCLUSIONS AND RECOMMENDATIONS

This thematic evaluation of integrated projects (IP) has tried to address various aspects of integrated projects in order to identify strengths and weaknesses of such projects and through this conclude: (i) whether this is a relevant and effective way of conducting development work and (ii) whether the way the BN member organizations – with the support of BN – is managing such projects is good.

In the description of the evaluation BN lists the questions they want the evaluation to address. This outline is used in order to sum up the evaluation's conclusions and recommendations.



### 6.1. Main finding

#### 6.1.1. Project level

This review shows that BN's integrated projects, their objectives, approaches, sectors and activities are generally very relevant for and most benefit the MOs' target population.

The projects' focus on improving the living conditions and empowering and building the capacities of very poor and often marginal and ethnic groups that live in remote rural areas with limited access to social services and infrastructure is very commendable.

The project objectives and activities are in accordance with NORAD's and the respective country's policies and strategies related to poverty alleviation. Some of the projects provide good case examples related to poverty reduction at community level.

#### 6.1.2. Organizational level

The main challenge for the MOs is the role of the local partner. About half of the projects have closely involved its local partner in the different project stages and are dependent on the partner that administers and execute the project. The other projects have weak partners with limited involvement in the project. In most of these cases the partner is a church. Most of these churches do not have the capacity to manage such relatively complex projects adequately. This raises serious questions about the institutional strength of these churches and the sustainability of the projects' activities and achievements.

It seems that MOs may choose between four strategic alternatives. The first alternative may be to support the development of an evangelic NGO to become a professional local development agent capable of planning, managing and sustaining complex multisectorial integrated projects. The second alternative may be to have the local or national government and its technical administration as the local partner who administers and executes the project, and follows-up after the project phases out. The third alternative may be to focus the support on the partner church and to finance only those projects where the church has been actively involved in identifying and planning the project and will be in charge of the management of the project. The overall scope of such a project must be within the institutional and administrative capacity and capability of the church. This would be smaller projects limited to



only a few sectors and with few components. The third alternative would be to launch a multisectorial integrated project with heavy involvement of the church with the objective to develop the church's technical and administrative skills for such complex projects.

## 6.2. Organizational level

### 6.2.1. *Choice of organizational model*

Section 3.1 reveals that there are significant variations in the organizational set-up between the 29 projects.

In 13 of the projects the MOs have chosen their partner church in the specific country as the project's local partner. Nine of these projects are in Africa, three in Latin America and one in Asia. This choice seems to be based on the two objectives of integrating and/or strengthening diaconal activities within the church and using the church as a decentralized arm for development activities. In addition, some MOs emphasize the linkage between evangelization and development in integrated projects.

An NGO is the partner for 11 projects. In three of the projects in Latin America which is the way that NMA operates in Latin America, and in eight projects in Asia.

The local or central government is the partner in five of the projects in Asia and in only one project in Africa. Three projects in Asia have two sets of partners.

The findings in 3.2.2 reveal that many projects have been able to closely involve the partner in the project's preparation, execution and management. This includes in particular the majority of the projects in Asia, the NMA projects in Latin America, NLM's Pokot project in Kenya, and PYM's CELPA program in DRC.

Many of these projects have done a conscious choice of partner. Some have focused on closely involving and training the project partner from the very onset of the project or they have been able to adequately address the need of the partner to be more involved at a later phase. The NMA approach of building up a national, autonomous, strong NGO and not to work through weak local churches with little development and management capacity is a successful example in this regard.

Nevertheless, a few projects, in particular several in Africa, have some way to go in adequately involving and in equipping their local church, NGO or municipality so that they become professional and responsible partners in the fields of community development.

Many of these projects can learn from other projects that have a better grasp on the partnership issue and have more full-fledge collaborating partners. In Africa, one of the promising exceptions is the CELPA program in DRC where the organizational development of the church administration has been an important and long term objective of PYM's project support. As a result, the church is now not only managing the integrated CELPA program, but also other NORAD and PYM supported projects in Eastern DRC.

Recommendations:

- (i) The MOs should be more conscious both in their choice of partner organization and this choice's implications for project planning, implementation, ownership, sustainability and follow-up requirements by the MOs.





- (ii) The MOs should assess the partner's actual capacities (organizational, human and financial) and the need to strengthen these to enable an adequate involvement in and ownership to the project. This assessment should already be done during the initial project planning and prior to project start up.
- (iii) Capacity building activities, in particular organizational development targeting the partner should be an integral part of the project and should start early on.
- (iv) The MOs should ensure that they and expatriate project staff have the required know how in building local organizations.
- (v) Lessons learned and best practice case studies from other projects, such as PYM's CELPA program, NMA's experiences in building national NGOs and from various projects in Asia should be developed and disseminated to projects, partners and MOs.

#### *6.2.2. Choice and priority of integrated projects as an approach to development cooperation*

As stated in chapter 2 and Annex 4, the MOs generally define integrated projects as local community development projects that:

- are based on the essential needs of the community members - and consequently:
- cover not only one but several sectors at the same time and integrate these
- have the beneficiaries participating in the project's various phases and
- focus on empowering the target communities and developing their capacities, often by building and strengthening local community based organizations
- rotate geographically and/or change the composition of sectors over time

Nine of BN's 16 MOs have integrated projects. Some MOs have a considerable portfolio. In particular NLM with seven integrated projects (3 in Asia and 2 in each of Africa and Latin America), NMS with six projects in Africa, Normisjon's five projects (3 in Asia and 1 in each of Africa and Latin America) and NMA's three projects in Latin America and one in Asia.

Some of the MOs have already developed their own strategy for integrated projects as indicated in Annex 4. By 2007, each of the MOs supporting integrated projects will have its strategy for integrated projects.

Concerning the choice between integrated versus other more sectorial projects (SPs), most MOs claim that an integrated project is the best and most effective approach in terms of meeting the basic needs of poor local communities and in building their capacities and in empowering them. The need for a multi-sector, often holistic community development approach was emphasized, as poverty is caused by several integrated factors from different sectors and cannot be alleviated by only focusing on one sector.

Many MOs stressed the importance of participatory approaches and that it was easier for IPs to mobilize community members. In SPs there is a greater risk that the beneficiaries only become end users. Sector projects were also



reported to generally tie up more economic and staff resources, with consequent problems related to follow-up and sustainability. Several MOs also stressed the IPs' larger scope for impact because of the grass root focus and emphasis on empowerment but that the IPs methodologies and approaches were decisive for impact. The SPs can have significant impact in one sector. The MOs' sectoral projects are more used to working with cooperating organizations but IPs can bring its partners closer to the target populations and they can learn more about community needs and participatory approaches. By closely involving the partners and by building networks and synergies with them and other actors, the project's capacity building activities and participatory approaches and methodologies can be more widespread and have a significant multiplier effect.

The target populations in the 29 projects are all very poor communities, often marginal ethnic groups with limited access to social services and other infrastructure. The target area is mostly rural and in the most poor, remote, and marginal areas of a country. Government services have often bypassed the target communities. In some cases no other NGOs had previously worked in the specific area due to its remoteness and isolation.

The MOs' development support to these areas and their IPs' overall focus on improving the living conditions and often also building the capacities and empowering these communities are very commendable.

The findings in chapters 3 and 4 show that the reviewed projects' objectives, approaches, sectors and activities are generally very relevant for the MOs' target population.

Most, if not all of the projects would also be in accordance with NORAD's policies related to poverty alleviation and the respective country's Poverty Reduction Strategy.

Only one project appears to not be a full fledge integrated project but rather an offspring of a previous sectorial project which continues providing the same sectorial activities.

It seems that at times the MOs do not incorporate lessons learned and best practice methodologies of its old projects into its more recent integrated projects. In a few cases it was reported that MOs prepare new integrated projects without involving staff or others with previous experiences in implementing integrated projects.

As Xincon, a Norwegian firm with office in China, is in charge of overall management and monitoring for one NMA and two NLM projects, cross sharing of project experiences and exchange visits between these projects are common.

#### Recommendations:

- (i) BN should consider assisting the MOs in developing a practical guideline for planning and implementing integrated projects
- (ii) MOs/BN should organize various fora (workshops etc.) in Norway and in countries where there are several IPs to exchange experiences and disseminate best case studies related to IP approaches
- (iii) In several cases the MOs should be less "modest" and rather consider disseminating their "best case" projects, approaches and/or methodologies to a much wider audience than the BN/MOs forum (e.g. to other NORAD and other NGO forums in Norway and in the respective country). Many MOs should also



consider to better document “best cases” in their project documents, evaluation and other reports.

- (iv) MOs should ensure that staff (in particular project staff) with experiences from other integrated projects is involved in the preparation of new integrated projects.

### **6.2.3. *The member organizations’ role at the different stages of the project cycle***

The findings in sections 3.1.1 and 3.2.4 indicate that around half of the reviewed projects report to be dependent on their local partner organization. These projects have partners who often both administer and execute the projects. In these projects, the involvement of the MO and the satellite is generally very limited. This includes the great majority of the projects in Asia.

On the other hand, 13 projects report to be dependent on either the MO or its satellite office in the respective country and include most of the projects in Africa and in Latin America. This indicates that these projects have often been closely linked to and dependent on the MO’s seconded staff, in particular during its initial stages. Several satellites and projects in Africa and Latin America reported that the missionaries had been closely involved in initiating, planning, drafting and approving the projects.

The findings also indicate the tendency that when the project’s partner is strong, as e.g. NMA’s projects in Latin America and many of the projects in Asia claimed, the project collaborates closely with the partner. When the partner is weak the project cooperates more directly with the MO in the country or in Norway. It might also be that the same partner remains weak as the project will over time neglect its partner and collaborates directly with the MO.

These findings have important consequences for the needs for specific skills and competencies of partner and the MOs’ seconded staff, and their country and home offices.

The MOs should learn from the many projects’ experiences in supporting their national partners in managing development activities which have brought total project ownership of the partner.

The MOs should also be very conscious on the fact that a very strong involvement from their side can create more project dependency and further weaken the partner.

Recommendations:

- (i) MOs should consider very carefully their role and involvement in the different stages of the project cycle. The MOs involvement should aim at building and supporting their partner organizations so that they become full fledged professional and responsible partners in the field of rural community development.

## **6.3. Project level**

The seven points below are related to BN’s criteria for integrated projects.

### **6.3.1. *Local stakeholder involvement, ownership and sustainability***

The ownership and sustainability aspects are challenging for most development projects, including integrated ones. A great risk for many projects is that they can become “institutions” in the project area and among the target group, the local communities, and, consequently, will have problems in phasing out and closing.

The local ownership aspect is to a great extent related to the different stakeholders’ involvement in the project:



The findings in section 4.2 illustrate that for some projects in Asia the beneficiaries are involved in all of the project phases. Many projects in all the three continents can improve the participation of beneficiaries, in particular in overall decision making and management of the project and in the project planning and design.

Several projects involve closely their main project partner in the project's preparation, execution and management; some choose partner consciously; some focused on closely involving and training the project partner from the very onset of the project or addressed the need of the partner to be more involved at a later – but not too late - phase. However, a few projects have some way to go in adequately involving and in equipping their local partner.

The local or national authorities are first and foremost involved in project preparation and design (14 projects), secondly in the planning of activities at field level (12) and thirdly in the actual implementation of activities (11). In seven of the 29 projects the authorities have not been involved in the project cycle at all.

**Sustainability:** In section 5.2.2, 24 of the 29 projects confirm that they have strategies for ensuring sustainability of project achievements and activities. Most projects focus on the training of communities or partner for follow up (16 projects), training of beneficiaries in operation and maintenance (15), initial involvement of beneficiaries (12), or agreements with other institutions on budget for maintenance (8). Only four projects report to have special agreements with communities for follow-up and two have their projects included in municipal plans.

14 out of 18 projects consider the beneficiaries capable and committed to ensure sustainability. Eight of the projects are in Asia and only two in each of Africa and Latin America. Three projects report that they lack the capacity.

Nine out of 21 projects that responded report that their partner has follow-up mechanisms (after activities have been completed). Nine other projects report that the partners either lack funds or ownership, or both to ensure sustainability. This includes six of the seven projects that answered in Africa. Six projects report that their partner is administratively prepared, four in Asia and two in Africa.

Concerning cooperating authorities, 10 of 20 projects report that the local authorities are committed through agreements, three that the local authorities are committed and one that they are not.

There are interesting differences between Africa, Asia and Latin America. Projects in Asia, in particular, and Latin America are more confident that beneficiaries are capable and committed to ensuring sustainability. Almost all projects in Africa who have reported find that the local partner has limited possibilities to ensure sustainability, while in Asia and Latin America more projects have confidence that the partner has follow-up mechanisms. Projects in these two continents have a much higher confidence in local authorities. These projects often work more closely with the authorities, either as the main partner or as one of the collaborating partners. Their responsibilities to ensure sustainability have often been included in agreements.

These findings demonstrate that although many projects are relatively confident concerning the sustainability aspect, there is a considerable room for improving this aspect for several projects. Projects, MOs, satellites and BN provided some of the following recommendations.

Recommendations:

- (i) The different stakeholder groups should be involved from the very start, and when responsibilities are agreed upon these should be respected and enforced.
- (ii) Several projects should improve the participation of beneficiaries, in particular in overall decision making and management of the project and in the project planning and design



- (iii) The local authorities should be involved at an early stage and where possible, partnerships with these should be built. This should include the establishment of binding agreements for follow-up or take over of activities.
- (iv) Sustainability and phasing out strategies should be identified and elaborated together with concerned stakeholders and should be an important part of the initial project plans. These strategies should be included in the project document and in the written agreement between MO, local partner and/or local authorities.
- (v) The local partners' involvement in project and their capacities should be developed and strengthened

### **6.3.2. Service delivery and fixed assets**

The extent of service delivery appears to be less for integrated projects than for the MOs' other projects that are often sector projects and mainly related to service delivery (hospitals, schools etc.). Five projects in Asia and three in Africa pay salaries for service providers.

One project in Africa, three in Latin America and four in Asia own physical assets such as buildings, land etc. In most cases the local partner, often a partner church will take over these assets. For a few projects, the local authorities will take over. In the phasing out of projects the question of what to do with physical assets has been a major problem.

Recommendation:

- (i) It is recommended that whenever possible, projects should avoid attaining ownership of physical assets and instead lease these.

### **6.3.3. Rotation**

The findings in section 4.3.1 demonstrate that geographical rotation is an important part for many (17) of the integrated projects. Almost half (13) of the projects have changed composition of sectors.

The reported benefits with rotations comprise: the possibilities to cover more beneficiary communities; the decrease of project dependency and strengthening of ownership to project achievements, and – because the out-phasing date is fixed – an increased stakeholder understanding of future responsibilities and challenges related to the follow-up of these after the project leaves.

Challenges related to rotations include: the need to strengthen the skills and capacities of individuals and local organizations in a shorter period of time; higher transport costs and time as the distances between the project's headquarter and new target areas can increase considerably; the new sites are areas where the local partner church is new or not represented; and the follow-up of previous beneficiary communities and costs related to this.

Some of the projects have developed sound rotational approaches and have good experiences with these. Many of the other projects, which are either still in the learning stage or have not yet considered rotating, could learn from these experiences.

Recommendations:

- (i) All project documents should include a strategy for geographic and sectoral rotation as a principle for project



development. This strategy should take into account the need for flexibility inherent in all IPs.

- (ii) Projects that are either still in the learning stage of rotation or those that have not yet considered rotating should learn from projects that already have a good grasp of how to rotate, and adapt the best practices to the specific socio-economic settings of their own beneficiary communities.
- (iii) The various projects should develop methods that will ensure regular follow-up visits or ensure that “old” communities are followed-up by other development actors.

#### **6.3.4. Local resources**

Section 3.1.1 shows that there are Norwegian expatriate staff in more than half of the projects, or in 17 out of 29 projects. 12 of these are advisors and five are project directors. Four of the five projects with Norwegian project director are quite old. Of the ten most recent projects starting in 2004 or 2005, only NMA’s project in Vietnam has Norwegian staff.

Several projects reported on the advantages with the expatriates, including their: skills and experiences, ability to provide important linkages to the MOs and to other donors, knowledge of the MO’s, BN’s and NORAD’s policies and guidelines, and ability to give the partner or other collaborating organizations tough – and unpopular – messages.

Some projects claimed that the expatriates could launch activities that were too complex or large for a given project area and for a local partner and that they sometimes lacked initial knowledge and experience in the fields of development. The relative short duration that the expatriates worked with the project was in some cases reported as a problem.

Several projects have had difficulties in finding competent local staff due to the lack of people with higher education in the target area. Some projects have responded by launching scholarships for locals and try to recruit them afterwards. Others report that the involvement of the local government’s technical staff in project execution can create fewer problems and can sometimes be less costly, as the staff often are locals and are generally under the government’s payroll.

Recommendation:

- (i) MOs should consider very carefully the role and profile of expatriate staff in projects so they support the development of projects and institutions and do not contribute to dependencies and impede local ownership and sustainability.
- (ii) MOs should try to find expatriate staff with the necessary knowledge and experience in the fields of development and in project and organizational management. The MOs should also consider providing the expatriate staff the necessary training, preferably in the project country and consider an initial internship in another integrated project of the MO or others before the expatriate staff start the work on-site.

#### **6.3.5. Organization and management**

In section 3.1 only seven projects (of the 24 projects that answered) reported that the organizational set-up contributed to high level of local participation in the project. However, 12 projects stated that the organization was efficient and effective, eight of these are in Asia.



Most projects have an administration of either between 5-10 or 10-15 staff. There is a tendency to have a smaller project administration in Latin America and larger in Asia.

Some of the project administrations - even if these units are not big - cannot be sustained by the local partners, particularly when salaries are much higher than salaries in the partner organizations and elsewhere

It seems that some projects that have the local government as the implementing partner, such as many of the projects in China, need a smaller project unit as many of the activities are implemented by the local technical administration of the government.

The various projects' relationships and collaboration with partner and with MO vary as sections 3.2.2 and 3.2.4 reveal. 14 projects report to be dependent on the partner while 13 claim to be either dependent on the MO or on its satellite.

Recommendation:

- (i) Most MOs should carefully consider how to strengthen the involvement of partner organizations in project management and implementation, particularly with a view to ensure project sustainability

#### **6.3.6. Participatory approaches and methods**

The review found that almost all projects apply different techniques and methodologies related to stakeholder participation, needs assessment and project identification, training of individuals and local groups, and strengthening of community organizations. Chapter 4 includes good practice methods and methodologies developed by some of the projects.

Almost all IPs reported to apply different techniques related to needs assessments and processes for identification of projects. The involvement of different stakeholders, both beneficiaries and partners, in preparation and design is generally high for many projects in Asia and for some in Latin America and Africa where they use different techniques for needs assessment.

Most of the IPs undertake activities to develop and strengthen community based organizations. This may be to support existing organizations or to promote the creation of new ones. Types of local organizations created or supported by different projects comprise: village development committees, health and school committees, water (user) committees, community forest protection, irrigation, and watershed management committees, groups of landless and unemployed youth, farmers groups and women groups (often women credit and savings groups). In a few projects, such as SA's project in rural Bangladesh and the current phase of Normisjon's Rural Development Project in India, capacity building of communities is the projects' overall goal.

It was reported that new and often weak rural community organizations, often project initiated and with many illiterate members might need skills and organizational development for a longer time period than the typical "rotational" period of e.g. two or three years of a specific project.

All the projects report to be involved in training exercises. The main target groups are: women (in groups or individuals) (18 projects), individual farmers or farmers organized in groups (16), community organizations and



their local leaders (15), individuals (13), staff of public institutions (teachers, health workers etc.), and NGOs (13), committees in charge of a specific activity (10), local authorities (10), project staff (10), and leaders of local organizations and churches (6).

In Asia the projects generally focus more on training and cover more target groups for training, activities, including women (only one project in Asia does not target women), community organizations, individuals, project staff and staff of public institutions. In Africa more projects are targeting farmers and committees in charge of specific activities. Only one project in Latin America is targeting women specifically for training activities.

The most common training subjects are: production (agriculture etc., vocational training, crafts etc.) (18), community development (17), health and education (17), administration and organization (17), operation and maintenance (15), gender, human rights, peace (10), marketing and commercialization (5), and literacy (5).

Projects in Asia do more training in all training subjects except for training on production and administration where in relative terms projects in Latin America do most. Literacy training is more common in Africa. No projects in Latin America report to provide gender training.

The findings reveal that the training aspect is very important in the integrated projects. This is also confirmed by the fact that improved skills of individuals and strengthening of community organizations were reported as important project achievements by 16 and 13 projects, respectively of the 23 projects reporting.

A project's capacity building activities and participatory approaches and methodologies can become more widespread than the initial target population and have a significant multiplier effect by closely involving the partner and other cooperating organizations and by building networks and synergies with them and other actors. NLM's Zhao Tong project in China is a good case study for such an approach.

In Africa and Latin America where many projects have the local church as its partner, only one project in each of the continents report to target church organizations and their leaders with skill development.

In spite of Chapter 4's many positive and encouraging findings, there are still possibilities to improve and strengthen the training skills, participatory approaches and methodologies of several projects, partners, collaborating organizations and MOs. More efforts should also go into targeting and involving local women in training activities and in beneficiary organizations, in particular in the agricultural sector and in decision making bodies.

Another finding was that many projects are relatively weak in developing good impact and other indicators and in monitoring and documenting achievements and impact.

Several of the reviewed projects provide important "good case studies" and useful lessons learned related to training, stakeholder involvement, and various participatory approaches and methodologies.

Moreover, good and well documented project results and achievements should be integrated in project and other relevant documents and reports for dissemination to BN, other MOs, NORAD and sometimes to a wider audience.

#### Recommendations:

- (i) MOs and project staff need to have a good understanding of the characteristics and complexity of integrated projects, participatory methodologies and awareness techniques and gender and capacity building issues.





- (ii) Project staff need to have specific skills and have visions and be able to transfer these to the local partner and cooperating organizations.
- (iii) MOs/BN should organize various fora (workshops etc.) in Norway and, if possible, at country and regional level to exchange experiences and to disseminate best case studies related to IP approaches, participatory approaches and methodologies and techniques.
- (iv) Lessons learned and best practice case studies related to participatory approaches and training methodologies and experiences should be developed and disseminated to projects, partners and MOs.
- (v) MOs and projects should put more efforts in documenting, disseminating - and also marketing - good project results and impact, including the development and monitoring of impact and other project indicators.
- (vi) BN and MOs should encourage exchange visits between relevant projects and promote visits to relevant projects of other development actors. Short term internships between projects should also be considered.

#### **6.3.7. Sectors and integration between these**

The multi-sectoral and often holistic approach of the integrated projects is considered very important by the MOs as these projects address the basic needs of community members, and poverty alleviation at this level cannot be achieved by only focusing on one sector. Moreover, the involvement in several sectors and the integration of these can create important synergies.

Chapter 2 shows that all the reviewed projects cover at least two sectors and most between two and five sectors. The dominant sectors are health (20 projects), education (19) and agriculture (16). Other important sectors are water supply, natural resources/ environment and infrastructure. Almost half of the projects have during the project period changed composition of sectors.

There is a slight tendency that the oldest projects cover fewer sectors than the more recent projects. More projects in Africa and Asia tend to cover a wider range of sectors than those in Latin America.

In spite of the advantages with a multi-sectoral approach, it was reported that some projects' involvement in very many sectors could be costly and can require large project units. This could also reduce the partner's possibilities to follow-up and/or take over after the project closed. Instead, the projects should identify other organizations, including e.g. the technical administration of the municipality and other development actors such as other NGOs that could cover and follow-up on these sectors.

Integration and coordination within multisectoral projects is important. Few projects are clear about the relations between sectors such as linkages and synergies. Nevertheless 24 projects report (section 4.3.2) that they have mechanisms for integration between sectors which include internal team work, cross cutting issues, staff working in more than one sector, and general coordination with different stakeholders. Some also reported that they feel there is a potential for a stronger integration between the sectors



#### Recommendations:

- (i) The projects should cover a minimum of two sectors and preferably three or more, but number of sectors should be limited to only those they can do well, in particular in Africa. This can contribute to a realistic cost level and greater possibilities for the partner to take over and follow-up after the project is closed.
- (ii) The projects should try to ensure that other partners (local authorities, NGOs etc.) support the communities in carrying out activities in other sectors that have been identified in the community level needs assessments.
- (iii) In planning and implementing projects, efforts should be made to explicitly identify linkages between sectors and activities and how synergies between these can be attained.



## Annex 3: LIST OF INTEGRATED PROJECTS REVIEWED

### Project list for BN evaluation 2004 – Africa and Latin America:

Org. Norway	Partner	Prj.nr	Project name	Count. code	Start - End	Phase	
Afrika							
1	DELFI	EECMY- CS	10219	Integrated Health & Development	ETH	1996-2006	Phasing out
2	NMS	EECMY	10218	Agallo Meti-Sirba Comm. Dev. Project	ETH	1996-2006	Running
3	NMS	EECMY	10488	Integrated Rural Development, Nonno	ETH	2004-2006	Start
4	NMS	EECMY	10489	Integrated Development, Begi-Gidami	ETH	2004-2008	Start
5*	NLM	ELCK/ Pokot District	10005	Pokot Development Progr. (PDP - PIP)	KEN	1990-2008	Phasing out
6	NLM	EECMY/ SEAW + NLM	10452	Rayto Comm. Dev. Project (RCDP)	ETH	2003-2005	Start
7	NMS	MELM	10072	Integrated Development Program	MLI	1991-2008	Running/ new area
8	Nor	MPN+ Commune	10027	Gondara integr. Development	MLI	1994-2003	End
9*	NMS	FLM	10295	Integrated Village Dev. Program Bara	MAG	1998-2007	Running/ new area
10	NMS	FLM	10499	Integrated Development Manakara	MAG	2004-2006	Renewed objectives
11	PYM	CELPA	10082	Integrated program CELPA	CDR	1992-2004	Running
Latin-Amerika							
12**	NLM	NLM + Church	10010	Rural Dev. Prog. of Tinguipaya	BOL	1989-2006	Phasing out
13**	NMA	NMA-B	10374	Integrated Dev., Interandean Valleys	BOL	2000-2007	Running
14	NMA	NMA-B	10081	Regional development, Alcoche	BOL	1995-2008	Running/ new area
15	NMA	NMA-E	10070	Slum project in Guayaquil	ECU	1994-2009	Running/ new area
16	NLM	NLM + Church	10006	Rural Development Program, Moho	PER	1998 - 2002	End
17	Nor	Nor + AEIC	10044	Rural Development Project	ECU	1986-1999	End

\* Project visit in the beginning of November 2004

\*\* Project visit in the beginning of October 2004



## Project list for BN evaluation 2005 - Asia:

Org. Norway		Partner	Prj.nr	Project name	Count. code	Start - End	Phase
Asia							
1	FA	SA-BGD	10521	Capacity Building of Communities	BGD	2005-2009	Component in larger progr.
2	FA	SA-BGD	10496	Integrated Poverty Alleviation Project	BGD	2004-2008	New
3	Nor	BNELC- DF	10514	Santal Development Project	BGD	2005-2007	New
4	AR	Amity Found.	10375	Mind and Body Projects	CHN	2000-2009	Running
5	FA	SA and Local govt.	10303	Integrated Development Project	CHN	1998 - 2000	End
6*	NLM	Womens Fed.	10536	Yuan Yang Environmental Dev. Program	CHN	2005-2009	New
7*	NLM	ZhaoYang-PAO	10380	ZhaoTong Community Dev. Program	CHN	2001-2007	Running
8	DNT	Work. Comm. QNP	10300	Development Project in Tibet	CHN	1998-2008	Running
9	Nor	Luth.World Serv.	10481	Assam Victims’ Dev. Support	IND	2004-2008	New
10	Nor	NELC	10025	Rural Development, NELC	IND	1991-2007	Phasing out
11	NLM	Min.of Agr. and Industry.	10059	Selenge Development Program	MNG	1995-2005	Phasing out
12	NMA	SRV Health auth.	10224	Development Project, Vietnam	SRV	1996-2006	Running

\* Project visit in October/November 2005



## **ANNEX 4: OVERVIEW OF MEMBER ORGANIZATIONS' STRATEGIES FOR DEVELOPMENT COOPERATION AND MAIN CHARACTERISTICS OF THEIR INTEGRATED PROJECTS**

This annex gives an overview of the MO's strategies for development cooperation and the main characteristics of their integrated projects. The previous annex 3 lists the 29 integrated projects included in the evaluation.

### **1. AR and its work in China**

Areopagos' (AR) focuses on the Dialogue perspective, which has both a diaconate and a community building aspect. Partnership is a fundamental condition for AR's involvement at all levels (regional, national and local). In its work AR aims to realize the principle of partnership as a concrete expression for equal collaboration, including mutual openness and confidence and mutual responsibilities that should be concretized in contractual agreements. AR's main criteria for development assistance include: Human dignity and justice, focus on gender, children and youth and focus on participation and self financing operations.

Areopagos' development assistance is mainly in China where it is involved in the integrated "Mind and Body" projects, but also in a 'foster program' for orphans, in training courses for nurses and staff from homes for elderly, an art and culture Project involving a variety of programs, exhibits and intercultural and international exchanges and some minor projects.

AR's started supporting the "Mind and Body" projects in 1996. They have received financial support from NORAD since 2000. The projects focuses on community development and the goal is poverty reduction through education and improved health for women and children. Consequently, they are perceived as being integrated and with a holistic purpose. Each project serves three or more villages by providing a centrally located primary school, one clinic and one women's center. From 1996 to 2000 two projects were completed annually, after 2000, five projects are completed per year. The Mind and Body projects started in the Shandong province and later extended the coverage to the rather poor north west areas of the Hebei province. AR will soon phase out from Shandong and focus its activities in the Hebei Province and from 2006 in the poor Guizhou province in the south of China. Since 1996, AR's local partner has been the Amity foundation, which is a national NGO, albeit indirectly Government controlled, with Christian values that manages development funds from several western donors.

### **2. DELF and its work in Ethiopia**

The Evangelical Lutheran Free Church of Norway (DELF) has a Strategy Document for diaconate aid and development assistance. The main objective of DELF's development cooperation is to assist and strengthen local communities in their efforts towards sustainable development. The objectives of DELF's development projects include the improvement of people's living conditions and to promote the identity, equal status and human rights of minority groups. Priority areas for development comprise organizational development and capacity building, primary health services, literacy and primary education and humanitarian work/emergency relief. DELF's target population is individuals and local communities, primarily vulnerable groups, such as poor, marginalized and disabled, in particular women and children.

Currently DELF works in Ethiopia, Mali and Burundi and is also involved in a regional program in West Africa. In the



cooperating countries DELF's local partners are generally national or local churches.

An integrated project is defined by DELF as a project that aims to meet the most essential needs of a local community. Consequently the project will have to cover several sectors at the same time, often social sectors as well as rural development activities. An essential part of an integrated project is the participatory aspect of all project phases, in particular at the local community level.

DELF's integrated project in Ethiopia, the Balo Jiganfoi and Didessa Valley Integrated Development project was initiated in 1996 in the remote Blue Nile valley region. The project covered mainly health and rural development activities and targeted mainly the Gumuz population, a minority group. The project's local partner was the Central Synod of the Ethiopia Evangelical Church (EECMY). As DELF does not have any representation in Ethiopia, NMS' satellite<sup>9</sup> in Addis Ababa provided some administrative services. The project was closed during its second phase in 2004 due to mismanagement and conflicts over project investments because of new borders.

In Mali DELF is the co-partner with NMS in the PDIHK project (see section 2.4). NMS is however the organization in charge of the follow-up of the project.

### **3. NHAM and its work in Tibet, China**

The Norwegian Himal-Asia Mission (NHAM<sup>10</sup>) is a diaconate professional mission (diakonal yrkesmisjon). NHAM does not send out theologians or professional evangelists but Christian professionals in the field. NHAM is primarily involved human resources development /local capacity building in three sectors: waterpower and related business/industry development, health and education, and in particular the building of power stations<sup>11</sup>. NHAM concentrates its work in the Himala region and has projects in Nepal and China.

NHAM has two integrated projects, one in Nepal and one in China. The project in Nepal is not covered by this review.

NHAM's integrated project in China, the Development Project in Tibet <sup>12</sup> was launched in 1998 and is now in its second phase that will end in 2008. The project covers mainly water supply and sanitation, village electrification, education and training, health, irrigation, and forestry activities in poor rural areas of the vast Qomolangma Nature Preserve Area (QNP) of Tibet. The local partner is the local government, the Working Commission of the QNP which is situated in Lhasa. The implementing agency is World Concern Development Organization's Tibet Office. World Concern is a Christian non-profit organization with headquarters in Seattle.

### **4. NLM and its work in Bolivia, China, Ethiopia, Kenya, Mongolia and Peru**

With its seven integrated projects, the Norwegian Lutheran Mission (NLM) is responsible for the highest number of integrated projects covered by this review. In 2005 NLM had the fourth largest total budget (5 million NOK) for integrated projects of all the MOs. With its seven integrated projects, NLM is responsible for the highest number

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9 See section 4.1. for definition of satellite

10 Den Norske Tibetmisjon

11 According to NHAM, up to 2002 the organization has managed or initiated about one fourth of the total hydropower-development in Nepal.

12 Qomolangma Everest Project



of integrated projects covered by this review. NLM has a Strategy Document for Development Cooperation, which presents the basis and objectives for development cooperation, the criteria for this and the areas for cooperation, which are integrated development (referred to as community development), institutional development and capacity building, diaconate and emergency aid. NLM works in Africa, Asia and South-America.

In its Strategy Document NLM states that integrated projects is their first priority. These are projects where the local population itself defines issues and solutions, decides priorities and is in charge of the project implementation. Such activities aim at mobilizing local resources for a defined period and include plans for phasing out and adapting activities to a sustainable level. Integrated projects may include sectors such as health, education, agriculture, environment and natural resources management, technology and infrastructure.

NLM has a total of seven integrated projects: two in Latin America, two in Africa, and three in Asia. Five of these are ongoing.

NLM has one integrated project in Bolivia which is the Rural Development Program of Tinguipaya (Prodecit). The project will be phased out by the end of 2006. Although NLM has a partner in Bolivia, which is the Iglesia Cristiana Evangélica Luterana (IECEL), the execution of the project has been through NLM's satellite, which will also be in charge of the phasing out of the project.

NLM's integrated project in Peru, Rural Development Program, Moho, which was closed in 2002, is also included in this evaluation.

NLM has no intention of initiating new development projects in Bolivia and Peru. In the future, their strategy for work in these two countries will be cooperation with the local churches they have worked with and support to these for possible church initiated and administered projects.

In Kenya, NLM's integrated project is the ELCK Pokot Integrated Program, which was initiated in 1990. The Pokot project is now in its outphasing phase and will be closed in 2008. The project's local partner is NLM's local partner, the Evangelical Lutheran Church in Kenya (ELCK) Pokot North West Diocese. The project administration was recently integrated into the church administration. This was partly a result of NLM's 2000 strategy for Kenya, which includes: "the need to build a church organization which fully integrates the social concerns into the administrative and congregational set-up, thereby enabling the church's full vision of serving the people both spiritually and socially". NLM's country strategy also includes plans for phasing out its development work in the Pokot region of the country. However, NLM in Kenya foresees a possible need for NLM to follow-up ELCK Pokot's future development activities by providing an advisory safety net. NLM's new projects in other regions of Kenya are more likely to be urban than rural development projects.

In Ethiopia, NLM's Raytu Community Development Project in the Raytu district in East Bale was launched in 2003. The district has for the last five years been affected by drought and has become dependent on emergency assistance. The Raytu's local partner is the Ethiopia Evangelical Church Mekane Yesus (EECMY) Wabe Batu Synod, WBS (Former South East Area Work). NLM Ethiopia's main goals for cooperating with the local partner is to assist EECMY in "carrying out her Christian responsibility among the most needy in Ethiopia, especially in geographical areas without Christian social and development work". Partly due to the low capacities of EECMY's local development branches, NLM recently established a development office in the south of Ethiopia that will assist these local church units.



In the Yunnan province in south west China, NLM has two integrated projects. The Zhao Tong Community Development Program was launched in 2001 and is now in its second phase which ends in 2007. The local partner is the Poverty Alleviating Office of the Zhao Yang County government. The Yuan Yang Environmental Development Program was launched in 2005. Its main local partner is the semi-official NGO: Women's Federation. The local Yuan Yang government is another partner. Both projects focus on participatory community development training and infrastructure development or rehabilitation (e.g. schools, rural roads, and clinics), biogas and water cellar development.

The Selenge Development Program was NLM's first project in Mongolia. The main local partner is the Ministry of Food and Agriculture. The program started in 1995 with many components such as health, wool processing, family gardening, micro-credit and animal husbandry. Some of these components have developed into own independent projects with a more narrow – often sectorial - focus; some have been transferred to the local partner. Currently only vegetable gardening (will soon be phased out) and sheep breeding are the remaining program components.

## **5. NMA and its work in Bolivia, Ecuador and Vietnam**

NMA has four integrated projects and had, in 20005, the largest total budget for integrated projects (15,5 million NOK). The Norwegian Mission Alliance (NMA) has a document called "Strategy for Development Cooperation", which presents different aspects of NMA. This includes NMA identity, its values, vision, mission statement and diaconal identity; NMA development cooperation, including roles and development principles, target groups and paramount goals; strategies including conditions for cooperation, geographic concentration, work in new areas/countries, partners and relationships, the recipients' responsibility and the church as a channel of aid; and areas of activity.

NMA has five areas of activity (urban development, education, micro-credit, health and rural development). Regarding rural development, NMA concentrates its agricultural work in integrated programs, which will improve the basis of existence and make the local community attractive both for family living and for industry.

NMA works in Latin America and Asia where it has three and one integrated projects, respectively.

In Bolivia and Ecuador NMA works through its local sister organizations. In Bolivia this is La Mision Alianza de Noruega en Bolivia, which since 1997 is a national, autonomous organization with a Bolivian board and management. In Ecuador the local sister organization is la Mision Alianza de Noruega en Ecuador, which is subject to the Norwegian Mission Alliance in Norway. It is the intention of NMA that the organization in Ecuador shall attain the same level of autonomy as the one in Bolivia.

In Latin America, three NMA projects are included in this evaluation, in Bolivia the Integrated Development Interandean Valleys and the Regional Development Alcoche and Slum Project in Guayaquil in Ecuador. These are all ongoing projects. The Slum project in Ecuador is a NORAD supported framework agreement project and is the largest of all the reviewed projects (about 8 million NOK),

When NMA's Development Project in Vietnam was launched in 1996 its focus was on supporting the National Leprosy Elimination Program. Currently in its second phase, the project covers four main components: health (mainly related to HIV and leprosy), community development, micro-credit and inclusive education targeting disadvantaged children. The project has a whole range of partners, mainly related to the national and provincial health authorities.





## 6. NMS and its work in Ethiopia, Madagascar and Mali

The Norwegian Missionary Society (NMS) finances six of the 29 projects covered by this evaluation. All six are in Africa. In 2005 NMS was with its 6,30 million NOK for integrated projects the third most important actor of the MOs.

NMS' mission is two fold: "To express God's grace in Jesus Christ through both words and deeds." This includes "working together with vulnerable and marginalized groups, without regard to nationality, gender, politics or religion". To realize this mission NMS supports various development and diaconal activities run by partner churches and partner organizations. Evangelism targets areas where knowledge of the gospel is either marginal or non-existent. Its development activities focus on local capacity, local participation and local sustainability. However, NMS stresses that its evangelization efforts are funded by other sources than project funds.

NMS does not have specific strategies for different types of development interventions such as for integrated projects.

According to NMS, an integrated project is a project that focuses on the needs of local communities and consequently covers more than one sector at the same time ("they do more than one thing"). An integrated project is a so called "village development model" that "builds up work that are integrated, small scale, and that are based on the local population's felt needs and cultural prerequisites. Social work, health and agricultural activities are areas supported by NMS' integrated projects. Project planning, implementation and monitoring and evaluation should be carried out in close collaboration with the local communities and authorities<sup>13</sup>. In addition, there should be a linkage between evangelism and development. However NMS stresses that its evangelization efforts are funded by other sources than project funds.

NMS' focus on integrated projects, NMS first IP was launched in Mali, resulted partly from lessons learned from its experiences with its "institutional-model" from Cameroon. The "institutional model" tended to tie up a lot of resources both economic (huge buildings, such as hospitals) and human (staff) resources and were often weak in terms of local participation and capacity building and in ensuring ownership and sustainability at local level. Moreover, NMS wanted to avoid competing with the work that the local authorities, such as in Mali, already carried out in the health, education and agricultural sectors.

Currently, NMS has one integrated project in Mali, two in Madagascar, and three Ethiopia.

Mali was the country where NMS launched its first integrated project. The Integrated Development Project Hairé and Konna (PDIHK: *Projet de Développement Intégré Hairé et Konna*) was initiated in 1992 and is now in its third phase (2004-8). PDI's current areas of interventions comprise water supply, vaccination and the work of traditional birth attendants, HIV/AIDS, literacy, support to women credit groups and village development committees. Its target population is semi-sedentary communities (villages and camps of Fulanis, Dogons and Bozos) in the Mopti region in central Mali. PDIHK's local partner is the Lutheran Evangelical Mission of Mali (MELM), which is a relative new organization comprising representatives from NMS, DELF and the Danish Sudan Mission that all work in the Mopti region.

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13 T. Jørgensen (ed), 1992: *I tro og tjeneste, Det Norske Misjonsselskap 1842 – 1992 (bind II), Misjonshøyskolen, Stavanger.*



In Madagascar NMS has two integrated projects, the Integrated Village Development Program Bara (SOFABA) and the Integrated Development Program Manakara. The SOFABA project was launched in 1998 and targets the ethnic group Bara in two church synods in central and south Madagascar. Areas of intervention comprise health, education and agricultural extension and support to women groups. The Manakara project is an offspring of a previous NMS agricultural extension project in south-eastern Madagascar (that started in 1979). The project, which was initiated as an integrated project in 2004, continues to a large extent its previous activities in providing agricultural extension to sedentary farmers. Both projects have Fiangonana Loterana Malagasy (FLM) as the local partner. FLM is the Lutheran Church in Madagascar and NMS' national partner. NMS is currently planning a new integrated project in western Madagascar.

In Ethiopia NMS has three integrated projects, of which two was initiated in 2004. All the three projects target specific geographical areas and minority groups, mainly the Gumuz population, in the remote Blue Nile valley. The Agallo Meti-Sirba community development project started in 1997 and is now in its second phase (2002-6). Areas of intervention include capacity building, health, education, water supply and agricultural activities. The Nonno Integrated Rural Development project started in 2004 and supports activities related to agriculture, environment, water supply and infrastructure (building of bridges and road maintenance). The Begi-Gidami Integrated Rural Development Project (2004-2008) had not yet started when this evaluation was carried out. Similar to the Nonno project, it plans to provide services related to health, water supply and agricultural extension. It has also a gender component. The local partners of all the three projects are specific local branches of NMS national partner EECMY.

## **7. Normisjon and its work in Bangladesh, Ecuador, India and Mali**

Normisjon has five integrated projects and was in 2005 the fifth largest actor in budgetary terms with 1,5 million NOK for integrated projects. Normisjon has a Strategy Document for its development cooperation work (2001) that covers mainly India, Bangladesh, Bhutan, Ecuador, Mali and Azerbaijan. The strategy states that diaconal and development work are integral parts of Normisjon's mission. Its development projects aim to improve people's living conditions and to support and promote marginalized and minority groups' identity, equality and human rights. The projects' design should ensure local participation and ownership and that project activities can be transferred to the target groups after the projects phase out. Normisjon also focuses on the need that its collaborating partners (local churches, organizations, communities and authorities) become independent vis-à-vis the MO and other development actors.

Normisjon has adopted BN's definition for integrated projects. Normisjon has five integrated projects, one in each of Bangladesh, Ecuador, and Mali, and two in India.

In North West Bangladesh, the Santal Development Project is a pilot project and was launched in 2005. The project targets mainly landless and resource poor people of the Santal minority and has two main components: capacity building for alternative livelihood promotion and land retention and development program. The local partner is the Bangladesh Northern Evangelic Lutheran Church - Development Foundation (BNELC-DF) which is a local NGO.

In India, Normisjon's Rural Development Project is now in its fourth and out-phasing phase. When launched in 1987, it focused on tree plantation and irrigation. Later the project progressively covered more sectors, including agriculture, environment, education, health, income making activities and with more focus on training and social changes. The local partner is the development wing of the local church, the Northern Evangelical Lutheran Church (NELC), which has worked with Normisjon since the 1980's.



The Assam Victim's Development Support Project was launched in 2004. The project covers activities such as water supply, health, education, rural roads, income making activities and capacity building. The target population is refugees from the ethnic conflict between Boros and Santals in Assam. The implementing partner is the Lutheran World Service, India (LWSI).

Normisjon has two cooperating churches in Ecuador. The Iglesia Evangelica Luterana Indigenas del Ecuador (IELIE) operates in the highlands where most of the members are indigenous and quichua speaking. The Iglesia Evangelica Luterana de Ecuador (IELE) is a Spanish speaking church, working throughout the country. The main target group for Normisjon is the indigenous population in Cañar province in the Andean southern region.

The development cooperation with the churches has the following objectives:

- a) institutional strengthening of the church
- b) support the church's diaconal work
- c) support awareness of culture and language and support minority groups in their struggle for rights and democracy
- d) support income generating efforts

Normisjon's development work with the quichua indians include two organizations of community and cultural importance, the radio station "La Voz de Ingapirca" and the Quechua Institute.

From 1986 to 1999 Normisjon implemented the Rural Development Project in Cañar. Normisjon has two other NORAD-supported projects in Ecuador, one elementary school project and one health-clinic project.

In Mali, Normisjon's Rural Development Program in Goundara ("Programme de sensibilisation Goundara") was started in 1994 and closed in 2003. The project targeted the rural Kasonké population in the Goundara municipality in the remote south west Mali. Project interventions areas were mainly health (including the eradication of the guinea worm), literacy and building and maintenance of rural roads. The project's local partner was the municipality of Goundara.

## **8. PYM and its work in Congo**

The Pentecostal Foreign Mission of Norway (PYM) has only one integrated project covered by this review which is the Integrated Program CELPA in Eastern part of the Congo (DRC). However, in budgetary terms PYM was in 2005 the second most important actor with 6,35 million NOK.

PYM has a Strategy Document for its development cooperation. PYM's development objectives comprise: education (from literacy to higher education), gender equality, good childhood environment, organizational development, small business development, community development, health services and peace, reconciliation and democracy development. Its strategy is based on local ownership, capacity building and organizational development, support to educational institutions, a holistic approach, the promotion of women's voice in development and network building and sustainability.

PYM's Integrated Program CELPA (Pentecostal church in Africa, DRC) in Eastern part of the Democratic Republic of Congo (DRC) is PYM's only integrated project. The CELPA program is a NORAD funded framework agreement project and is the second largest of the reviewed projects (about 5 million NOK). The program was initiated in 1992 as a pure organizational development project targeting the central administration of CELPA in Bukavu. In 1993, the project integrated different development activities: education services (including the building of primary and secondary schools), health work, women's work and village development schemes. The program is under the church administration of CELPA, which is also the program's and PYM's partner in DRC.



## 9. SA and its work in Bangladesh and China

The Salvation Army (SA) is an international Christian charitable organization with a mission: “To preach the gospel of Jesus Christ and to meet human needs in his name without discrimination”. SA’s work include health services, community development, evangelism, relief work, social work, women’s ministries, fight against global sexual trafficking and family tracing.

SA’s development and humanitarian activities are facilitated and coordinated from the International Project and Development Services (IPDS) in SA’s international headquarter in London. Its work is organized into zones (e.g. the Africa zone, the South Asia zone etc.), territories, commands and regions, often down to local levels. Consequently, SA’s field presence is very strong. The project partners are generally the SA office in the respective country (the command such as the SA, Bangladesh command) and IPDS. SA also has offices in the sub-regions (territories) that provide supervision and quality control of projects.

SA’s community development work comprises various activities such as education, health, water and sanitation, HIV/AIDS education and home based HIV/AIDS programs, alternative energy, and programs for vulnerable children.

Many of SA’s development programs are multi-sectorial and with several donors (SA commands). SA Norway<sup>14</sup> often supports one or two components of a larger program for only one or several phases. Currently SA Norway supports many activities related to community HIV/AIDS education and prevention.

SA Norway supports three of the integrated projects included in this review, two projects in Bangladesh and one in China.

In the peri-urban slum areas of Dhaka, Bangladesh, SA Norway supports the Integrated Poverty Alleviation Project. Its activities cover mother and child health, leprosy and TB control, community mobilization, women’s empowerment, urban slum development, micro-enterprise and special education. SA Norway also supports the Capacity Building of Communities Project targeting rural communities in south west Bangladesh. This project focuses on health care and health education and capacity building of communities, through community support groups, in good governance, human rights and legal issues. SA - Bangladesh command and IDPS are the partners for both projects.

In the Yunnan province in south-west China, SA Norway supported for several phases the Zhenkang County Integrated Development Project (PD1520). The project focused on maternal and child health care, primary education, water and sanitation development and training in micro-credit and income making activities. The partner was the SA-Hong Kong and Macau Command. SA Norway phased out its financial support in 2000. The project continued with financial support from other donors within SA’s worldwide organization until 2002.

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14 SA Norway belongs to the Norway, Islands and The Faroes Territory



## **ANNEX 5: LOCAL PROJECT PARTNERS - Brief description of each project's partner(s) and their involvement in project**

In Africa:

For NMS' two projects in Madagascar, Sofaba and Manakara, FLM's synods in each respective project area are generally only involved with the approval of project budgets and programs as members of the projects' steering committees. Their involvement in other project stages is limited. In the Steering Committee of the Sofaba project there are more representatives from the church, FLM, at national level than at synod level because the project that covers two synods is defined as a national project. This set-up has hampered the project implementation and has limited the two synods' involvement in and ownership to the project. The synods are also relatively newly established and with very limited development know how and experiences. The current sustainability issues related to the transfer of the management of the project's schools to FLM are partly related to the lack of adequately involving the synods' representatives. Moreover, FLM at national level was until recently administratively very weak with very few staff. The church's national leadership changed recently, its administration is being strengthened. NMS, through BN, supports some organizational development activities and the elaboration of a strategy for FLM's development work.

The five projects in Ethiopia (3 financed by NMS, 1 by NLM and 1 by DELF) have each a local synod of the Ethiopia Evangelical Church Mekane Yesus (EECMY) as the local partner, in particular their development divisions (DASSC). Generally these synods are newly established<sup>15</sup> and consequently often weak and inexperienced. They are located in very remote areas of Ethiopia. Although three of the five projects are relatively new, the involvement of the local synods for all the five projects have so far been mainly limited to a partly involvement in the preparation of the project documents (which are often well written), sometimes jointly with EECMY staff from Addis and the participation in the projects' steering committees to: "approve and forward the project plans and projects to the partners". EECMY at national level, which has a much greater organizational capacity and a DASSC with many qualified people, has not been much involved in the various stages of the five different projects. Sometimes EECMY in Addis is involved in preparation of project documents and in preparing and signing the project agreement between NMS and EECMY. Their lack of involvement in project monitoring was reported to be partly due to lack of budgets and available staff (for field visits to these remote and distant areas). Moreover, priority is given to emergency aid rather than development assistance (where often funds and overheads are more generous and the procedures and follow-up requirements are less demanding).

Partly due to the organizational weaknesses of EECMY's local branches, NLM is currently involved through BN, in an organizational development project. In addition NLM has opened a development office in southern Ethiopia that will assist the local church units and arrange workshops on different development issues.

In Mali, Normisjon's project has chosen the local municipality (commune) as its partner. This choice is mainly due to the new, small and inexperienced national churches in Mali. In the Goundara project, the technical services of the municipality have been involved in planning and monitoring some of the field activities. The local partner of NMS' PDIHK project in the Mopti region is MELM which is more of a satellite organization for missionary organizations than a local church.

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<sup>15</sup> The split up are sometimes because of a split up of old synods due to conflicts within the church or due to new borders in the country



It appears that the project cooperates more closely with the municipalities of the project sites than with MELM (see chapter 4.2.3 below).

For the Pokot project in Kenya, which is in its out-phasing phase, the project administration is under the local branch (diocese) of the Evangelical Lutheran Church of Kenya (ELCK). The project staff is not yet within the church's salary range. The project is recognized as the development arm of ELCK Pokot. The church administration is involved in several of the project stages. E.g. it is involved in the selection of beneficiary communities<sup>16</sup> and has a steering committee to oversee planning and implementation of all program activities, including the approval of plans and budgets. ELCK Pokot has also one representative, an evangelist (not financed under the project) in each of the project's two outreach teams. ELCK reported to be actively involved overseeing activities and in mobilizing the communities. In addition, local representatives of the church, generally local priests are also often members of the various school and health committees that have been set up and supported by the project. The schools have gradually been transferred to the local government, but the membership of the steering committees is still unchanged.

The CELPA program in D.R. Congo, is under the church administration which is also in charge of the project, including planning and implementation. The actual work and activities are coordinated by CELPA's executive committee and a coordinating body. Each sector has a committee and coordinating unit. CELPA has reportedly achieved this organizational level due to three main factors: (i) the absence of Norwegian expatriates/missionaries from 1992 and the subsequent need for "organizational self-reliance". The expatriates had to leave the country because of the insecurity and conflict situation in Eastern DRC; (ii) a long terms focus and attention from PYM to the need for organizational development of CELPA; and (iii) a committed task manager at PYM in Oslo, with extensive experiences in the fields of development, including organizational development, in DRC.

In Asia:

Normisjon's Rural Development Project in India is under the development wing of the NELC church. Normisjon has worked with NELC since the 1980s and will phase out from the project in 2007. The project's mid term review in 2000 focused on the need to develop a sustainable Rural Development administration under NELC and to increase ownership by NELC. NELC has benefited via BN from an organizational development program. The members of the project Board are elected from NELC's synods and training of the members gets high priority. Normisjon plays only an advisory role. It is expected that NELC in the medium term will be able to take over the responsibilities for a reduced number of project activities.

Normisjon's two other projects in Asia are managed by NGOs. The Lutheran World Service is the implementing partner in the relatively new Assam Riot Victim's Rehabilitation Project in India. The project also collaborates with the NELC, with the local government, and with local NGOs and different other district level institutions. The recently launched Santal Development Project in Bangladesh is administered by the NGO BNELC Development Foundation. The NGO runs other projects in the region and created a pressure and lobby group to promote minorities' rights to land, education and other social services at Government level.

SA's two ongoing projects in Bangladesh and its closed project in China are administered by SA's command offices which are NGOs and have mostly national staff. In many countries, but not e.g. in China, SA's development wing

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16      Actually, ELCK Pokot receives the demands for project support from the various communities, conveys this to the project administration and take the final decisions concerning the selection of beneficiary communities after having received technical advice from PIP



stretches out to the regional, district and even local levels. The project in China also had the Zhenkang County People's Government as its partner. At provincial level (in Yunnan) a coordination committee was formed by SA's representatives in China (TSA SWRPO) and the Yunnan Provincial Bureau of foreign trade and economic cooperation. At county level, there was a project leading group comprising officials from the governor and from the various sectorial units of the government administration (education, health, poverty alleviation etc.). The project implementation unit was under this group and consisted of staff from the different sectoral bureaus. At community level, project implementation groups were established at each project site with members from different target groups.

In NLM's Zhao Tong Community Development Program (ZTCDP) in China it is the Zhao Yang Poverty Alleviating Office (PAO) that is the legally responsible implementing agency for the project. Several staff of the PAO and other sectoral bureaus at prefecture, county and township levels are responsible for and involved in the project implementation. There are written agreements for the program implementation between NLM-N and the PAO. Given the high turn over of PAO staff, these agreements also assist in ensuring continuity of project activities. Moreover, close and good working relationships between the project and its partner and the sharing of project goals and objectives are seen as important for the partner's involvement and commitment in China. The Women's Federation of Zhao Yang County, a Government controlled NGO, is responsible for some training activities and for the micro-credit component. Zhao Tong is one of the poorest prefectures in China and has for several decades been one of the prefectures in China that have been targeted for poverty alleviation, including training. As a result, the PAOs' have significant awareness of and capacities in development activities. The PAO has ownership and is committed to the project's activities that target poor communities; in particular its participatory training approach which was reported to provide new and valuable methodologies for the PAOs' daily work (see chapter 5.2 below for more details). Xincon, which represents both NLM and NMA in China and which has an office in Kunming - the provincial capital, is responsible for the training, coordination, overall management and quality control of the project and reports to NLM in Norway.

NLM's other and recently launched project in China, the Yuan Yang Environmental Management Program (YYEDP) has the semi-official NGO Women's Federation of the Yuan Yang County as its partner. The Women's Federation has good connections to the county's various administrative levels. The county and two township governments, PAOs and sectoral bureaus, will also be involved in the implementation. These partners have less previous experience and capacities in poverty alleviation, development, and training activities than e.g. the Zhao Tong County (see above). A representative of the Yunnan Provincial Federation of Social Sciences, located in Kunming, is responsible for project coordination. Xincon is in charge of overall project management, supervision and quality control. As Xincon is responsible for the two NLM projects as well as one NMA project, cross sharing of experiences between these three projects is common.

Areopagos' Mind and Body Project's main partner is the semi-official Chinese NGO Amity Foundation. Amity has long experience in implementing projects for foreign donors and has a long and close working relationship with Areopagos. Amity supervises and monitors the project implementation. The county government participates in the planning and is responsible for the actual running of the project and the quality control of the constructions.

The local partner of NHAM's Development Project in Tibet is the local government, the Working Commission of the QNP which is situated in Lhasa. World Concern Development Organization's Tibet Office in Lhasa provides general oversight of the project. World Concern is a Christian non-profit organization. The Steering Committee consists of members from World Concern and NHAM. The project's relationship with the Working Commission was reported to be challenging. The QNP Working Commission is not much involved in project preparation, implementation or in





facilitating implementation at the local level. However, project staff often work with other sector bureaus (education, health, water, animal etc.) at county level other than its identified partner.

The main local partner of NLM's Selenge Development Program (SDP) in Mongolia is the Ministry of Food and Agriculture, including the Plant Science and Research Institute and the Research Institute of Animal Husbandry at the Agricultural University. Another new partner is the Fine and Semi Fine Wool Sheep Breeders' Association (FSFWSB). NLM's representation in Mongolia monitors SDP but is not involved in the daily implementation. In previous phases SDP included many more components and partners. Some of the previous activities developed into three independent projects. Other activities were phased out from the project and are now being run by the partner. The main strategy for the collaboration with project partners is to have common goals and written annual cooperative agreements. These include plans for out-phasing and nationalization, including take over of activities by the partner. SDP's Board comprises NLM, project, and partner representatives. Consequently some partners also strengthen their capacities in project planning, budgeting, and reporting procedures. The different working groups related to the various project activities comprise representatives from the users, partner and project. The different groups and committees are perceived as important tools in enabling the different partners' follow-up and take over. As the existing partners still need support in sheep breeding and vegetable gardening, SDP do not plan to phase out these activities before around 2008.

The oldest partner of NMA's Development Project in Vietnam is the National Institute for Dermatology and Venereology (NIDV) as the project's first phase mainly provided support for the national leprosy elimination program. As its second phase comprises several other activities, the current partners include the Vietnamese health authorities (national, provincial and district authorities) for the health activities, Women's Union, which is a semi-official NGO for the micro-credit component and Red Cross for the HIV/AIDs prevention activities, and various local government offices related to the project's education and community development activities. NMA-Vietnam is implementing the project. NMA-V was reorganized in 2004, including new project staff. The involvement and collaboration of implementing partners in project implementation were recently evaluated as being rather ad-hoc with a lack of platforms and structures for communication and coordination. Moreover, the transfer of capacities from the project to the partners, in particular at local level, and the actual learning of experiences from similar but successful NMA projects (see below) in other continents were reported to be uncertain.

In Latin America:

NMA's two projects in Bolivia are managed by NMA-Bolivia (NMA-B), which is a national, autonomous organization with a Bolivian board and management. It has developed from an NMA satellite into a national NGO with several projects in the central part of the country, of which three are integrated projects. It is practically fully financed by NMA and Norad funding of projects. NMA-B is fully in charge of the planning and implementation of the projects. The role of NMA-Norway for the ongoing projects is to approve annual plans and budgets, undertake supervision missions and provide advice through the three NMA advisors stationed at NMA-B.

In Ecuador NMA-Ecuador (NMA-E) is still formally a satellite, which NMA wishes to see develop into a national autonomous NGO like in Bolivia. But for all practical purposes NMA-E functions as a partner under which the project is administered.





The partners for the two NLM projects (Bolivia and Peru) are local churches, which are not directly involved in the administration of the projects.

In Bolivia the local partner is La Iglesia Cristiana Evangelica Luterana (ICEL), who has representatives in the project's steering committee both from the national level and the district level. However, ICEL is not a strong partner and has very limited development and management capacity. In practice ICEL is not involved in the administration of the project and has very little influence on the running of this. The project will be phased out by 2006 and it is not likely that any of the project activities will be continued by ICEL. The question remains what to do with the project buildings.

In Peru the partner was the national Iglesia Evangelica Luterana (IEL-Peru), but the project was administered by the NLM-Satellite, with a national director and a Norwegian advisor. The project is now closed.

The partner for Normisjon's project in Ecuador was initially the Asociacion de Indigenas Evangelicos de Cañar (AIEC). For some time AIEC administered the project, but not successfully. In an effort to nationalize the project and its assets Normisjon changed the partner to the Instituto Nacional Autonomo de Investigaciones Agropecuarias, which is a research institute. This did not work out and the project was taken back to be administered by Normisjon's satellite until it was ended in 1999.

#### (Footnotes)

1 This was per 2004 or 2005. It is important to note that the coverage and composition of sectors often changes during a project's life time.