



# Organizational Performance

## Review of FORUT, Campaign for Development and Solidarity

July 2008


# **ORGANIZATIONAL PERFORMANCE REVIEW OF FORUT, CAMPAIGN FOR DEVELOPMENT AND SOLIDARITY**

## **Final Report**

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## **TABLE OF CONTENTS**

1. INTRODUCTION .....	1
2. TOR AND METHODOLOGY .....	1
2.1 Main points of TOR .....	1
2.2 Methodology .....	2
2.3 Limitations of the Review .....	3
3. FORUT’S ORGANIZATIONAL CAPACITIES .....	3
3.1 FORUT’s vision and thematic areas .....	3
3.2 FORUT’s financial resources .....	6
3.3 Organizational structure .....	8
3.4 Human resources and professional capacities .....	9
3.5 Work methods .....	10
3.6 Financial management .....	11
4. PERFORMANCE REVIEW .....	14
4.1. Partner strategy and approach .....	14
4.2 FORUT partners .....	15
4.3 FORUT’s support to building partners’ capacities .....	19
4.4 FORUT’s work related to monitoring and evaluation .....	20
4.5 Coherence between strategies, action levels and partners .....	23
4.6 Cost-effective use of funds .....	26
5. RESULTS ACHIEVED .....	28
5.1 FORUT - a learning organization .....	28
5.2 Results at the level of partners, programs and Civil Society .....	29
6. CONCLUSIONS AND RECOMMENDATIONS .....	34
6.1 Main findings and recommendations .....	34
6.2 Other findings and recommendations .....	35

## **LIST OF ANNEXES:**

1. Evaluation’s TOR
2. List of persons interviewed
3. FORUT’s time line
4. FORUT’s governance and administrative structures in Norway, Sri Lanka and Sierra Leone
5. Overview of FORUT’s partners
6. List of ADD related studies
7. Findings related to the country visit to FORUT Sierra Leone and FORUT’s community rehabilitation program
8. The different strengths of APSA as a learning organization

## ACRONYMS AND ABBREVIATIONS

ACTIS	Norwegian Policy Network on Alcohol and Drugs
ADD	Alcohol, Drugs and Development
ADIC	Alcohol and Drug Information Centre (Sri Lanka)
APAPA	Asia Pacific Alcohol Policy Alliance
APSA	Association for Promoting Social Action (India)
CBO	Community Based Organization
CWC	Concerned for the Working Children (India)
CWIN	Child Workers in Nepal Concerned Centre (Nepal)
ECCD	Early Childhood Care and Development
FONT	Collaborative forum between FORUT and NTNU, the Norwegian University of Science and Technology related to the reconstruction after the Tsunami in Sri Lanka
FORUT	Solidaritetsaksjon for utvikling (Campaign for Development and Solidarity)
GAPA	Global Alcohol Policy Alliance
IAPA	Indian Alcohol Policy Alliance
INGO	International Non-Governmental Organization
IOGT	International Organization of Good Templars
MAGGA	Malawi Girl Guides Association
MFA	Ministry of Foreign Affairs (Norway)
NCA	Norwegian Church Aid
NGO	Non-Governmental Organization
NOK	Norwegian Kroner
NORAD	Norwegian Agency for Development Cooperation
NTNU	Norges Teknisk - Naturvitenskapelige Universitet (Norwegian University of Science and Technology), Trondheim
PWC	PriceWaterhouseCoopers
SIDA	Swedish Agency for Development Cooperation

SINTEF	Senter for Industriell og Teknisk Forskning, Trondheim (Center for Industrial and Technological Research (Norway))
SIVSA	Department for Civil Society, Norad
TOR	Terms of Reference
USD	United States Dollars
WHO	World Health Organization
III	IOGT-NTO's International Institute in Sweden

## **EXECUTIVE SUMMARY**

This report presents the finding of the organizational performance review of FORUT, a Norwegian NGO. The review was commissioned by the Norwegian Agency for Development Cooperation (Norad).

FORUT, Campaign for Development and Solidarity, is a Non Governmental Organization (NGO) founded by the Norwegian peace and temperance organizations International Organization of Good Templars (IOGT), Juvente and IOGT-Junior.

FORUT supports relief and development activities in Sri Lanka, Sierra Leone, India, Nepal and Malawi (only ADD). The organization's alcohol, drug and development program is a cross-cutting theme in FORUT's work. FORUT works through local civil society partners and is also a self implementing agency.

The Norwegian Agency for Development Cooperation (NORAD) is FORUT's most important financial contributor. FORUT has a five-year framework agreement with NORAD. The current agreement period end is from 2004 to end 2008. In 2007, NORAD's total support to FORUT was NOK 26 million.

The organizational performance reviews focus on the organizations' partner approach and -work, in particular how the organization builds its partners' capacities and the results of these efforts.

The review was carried out from March 1 to July 1, 2008 and included a country visit to FORUT's office and community rehabilitation program in Sierra Leone.

### **MAIN FINDINGS AND RECOMMENDATIONS**

The findings of this review demonstrate that FORUT is an organization that provides effective aid, including that:

- FORUT uses its funds from Norad and other sources cost-effectively, as discussed in chapter 4.6.
- FORUT's thematic areas (health, education, ADD, skills development, micro-finance, skills training etc.), are relevant for the end users that are often poor and vulnerable children, youth and women.
- FORUT's priority support areas are also in accordance with the respective countries' development priorities and PRSPs as well as Norwegian development priorities, as found in chapter 4.5.
- FORUT is a small development organization. However, its partner strategy of supporting and working through strong professional local partners is an effective tool for having a greater development impact than being a self-implementing agency. The partners' substantial achievements (as discussed in chapter 5), including that of the ADD program demonstrate FORUT's ability to achieve its development goals.

In Norway, FORUT has a very small, but stable, flexible and effective organization. FORUT's very few project staff are professional, dedicated and hard working. However, their capacities are currently stretched to the limit. FORUT Norway's very limited number of project staff makes the organization vulnerable to future changes, such as changes in program support and staff. Moreover, the findings from the country visit to Sierra Leone demonstrate that FORUT Norway needs to provide more quality assurance and technical backstopping to some of its projects. FORUT's workload will also

increase when it plans to have an increased child rights and partner focus in the future. Currently, FORUT Norway's organizational capacities seem inadequate to meet these challenges. To date, FORUT has been very modest in requesting funds for its project administration in Norway, including funds for quality assurance and technical backstopping.

1. *With the aim of making FORUT's good work even better, FORUT should look for possibilities to increase the number of staff to an acceptable level, in particular that of its project department, including the ADD program. This would allow FORUT Norway to follow-up its program more closely and to provide quality assurance and technical and administrative backstopping when necessary to projects and partners abroad. It is believed that so far, FORUT has not taken advantage of the (unintended) flexibility in NORAD's classifications of administration, project follow-up (technical backstopping) and direct project costs.*

## **OTHER FINDINGS AND RECOMMENDATIONS**

### **FORUT is a learning organization**

As discussed in chapters 4 and 5, FORUT is a learning organization. The organization provides important support to build its own staff's and partners' capacities, through individual training activities, FORUT's annual partner meetings and ADD conferences, learning exchange between partners and FORUT, and the recent partner self-assessments of training needs. Moreover, FORUT often uses evaluations and reviews actively and as learning tools for itself and its partners. Learning is at the heart of FORUT's ADD program which focus is to strengthen partners' ADD knowledge and to build partners' capacities in alcohol and drug prevention activities at local, national levels and international levels. FORUT and its ADD partners use applied research extensively to obtain base line data and to have surveys of drug and alcohol use in partner countries and among target groups.

### **Imbalance between FORUT's organizational capacities and the number of thematic areas**

As discussed in chapter 4.5, there is an imbalance between FORUT's organizational capacities and its workload. Currently FORUT supports many thematic areas; some of them are labor intensive with often multi-sector and multi-level approaches. FORUT's support to such themes requires that the implementing partners or the implementing FORUT offices have the required technical expertise. The country visit to FORUT Sierra Leone illustrates FORUT Norway's need to provide more quality assurance and technical backstopping, including administrative aspects, and that currently FORUT does not have enough staff to provide this in an adequate manner.

2. *FORUT should try to strike a better balance between its involvement in thematic areas and its organizational capacities. This could be done by:*
  - a. *reducing its number of thematic areas, and/or*
  - b. *increasing its work through strong and professional partners in all countries*
  - c. *increasing the number of project staff at FORUT Norway's office*
  - d. *investigating funding possibilities to intensify professional learning experiences between FORUT partners and projects. This should include partner exchange visits and partner visits to e.g. Sierra Leone, where FORUT does not have a partners and where FORUT Sierra Leone has limited experiences in rights based approaches and advocacy work.*

### **FORUT's partner strategy is not adopted in all partner countries**

Chapters 4.2 and 4.5 found that FORUT's partner strategy is effective but not adopted in all its partner countries: In India and Nepal, FORUT only works through its strong professional partners. FORUT Sri Lanka has adopted different approaches. They comprise self implementation, project



execution through development NGOs, and long term support to its ADD partner ADIC and to semi-professional organizations - which have yet to become FORUT partners - and support to specialized institutions and voluntary rights based associations that are often semi-professional organizations. In West Africa, FORUT recently phased out its support to its old IOGT partners. FORUT Sierra Leone implements its community rehabilitation program directly. In FORUT's new ADD country Malawi, FORUT works in collaboration with Norwegian Church Aid and some of its partners. FORUT's ADD program has also built up and supports various international partners, including networks of NGOs and people working in e.g. public health agencies that share information on alcohol issues and advocate evidence-based alcohol policies.

3. *In the future, FORUT should try to have even more partner focus and work more through local partners in all countries, including Sri Lanka and Sierra Leone. In Sierra Leone, FORUT should start identifying potential local partners and see how they can be strengthened and involved in FORUT's work.*

### **The future scope and geographical focus of FORUT's ADD work**

FORUT with its ADD program is perceived as being one of the leading professional anti-alcohol and anti-drug NGOs worldwide. Besides FORUT's important ADD-related work at the international level, FORUT's ADD program is also carrying out important work at national and local levels through FORUT partners in India, Nepal, Sri Lanka and Malawi. The ADD work in Sierra Leone is minimal and limited to some ADD awareness activities in the communities where FORUT Sierra Leone operates. FORUT's recent work in Malawi in strengthening relevant local NGOs and integrating ADD into their work appears to have been successful. The success was partly due to FORUT's focus on establishing contacts and links with other organizations and existing structures. In Malawi, FORUT has a Norwegian collaborating partner NCA, and works through NCA's NGO network in the country.

Currently the ADD program has only two staff. Given the important workload their capacities are overstretched. Consequently, it seems difficult for the ADD program's existing capacities to replicate its Malawi approach to other countries and to try to integrate ADD into the development program of other Norwegian NGOs and other relevant actors.

4. *In order to expand FORUT's ADD work to other relevant countries, such as NORAD's main partner countries in Africa, and to involve more relevant Norwegian NGOs and other actors in ADD related work, FORUT and Norad should look for funding possibilities to increase the number of staff of FORUT's ADD program.*

### **FORUT's financial management**

The findings related to financial management in chapter 3.6, found that FORUT's partners seemed to have an adequate financial management, including adequate reporting on budgetary issues to FORUT. On the other hand, FORUT Sri Lanka recently had an embezzlement case in one of its district offices. The embezzlement was reviewed by PWC, and FORUT took proper action. The review team's recent visit to FORUT Sierra Leone revealed that the office has unsatisfactory practices with regard to vehicle and fuel use, procurement procedures and weak financial reporting and accounting. FORUT Norway has started to follow up on these weaknesses.

5.
  - a. *FORUT Norway should undertake a financial investigation/review of FORUT Sierra Leone to investigate whether resources are used according to intentions.*
  - b. *FORUT Sierra Leone's financial management system should be updated and improved to ensure a proper use and control of vehicles and fuel consumption and to ensure that proper procurement procedures are being adopted and respected.*

- c. *FORUT globally should update its reporting routines and coordinate the reporting of financial and project progress*
- d. *FORUT should reassess their auditors in Norway and in Sierra Leone*

### **Monitoring and evaluation**

As discussed in chapter 4.4, FORUT has an active and positive attitude towards evaluations and reviews and tries to use them as learning tools for itself and its partners. Moreover, target groups at community level often participate in project execution, monitoring and evaluation.

Both FORUT and partners report extensively. The reporting is often very detailed, but focuses on activities and outputs and less on outcome and impact. There are very few projects that use gender disaggregated data and indicators.

- 6. *FORUT should improve its and several partners' documentation of results, including the development of good monitoring indicators. FORUT should also ensure the use of gender disaggregated indicators in all its projects and in partner implemented work.*

### **FORUT in Sierra Leone**

Annex 7 presents the findings from the country visit to Sierra Leone, including overall strengths and challenges, strengths and challenges related to the administration of FORUT Sierra Leone and of its community rehabilitation project, and last but not least the future challenges for FORUT in Sierra Leone.

## 1. INTRODUCTION

FORUT, Campaign for Development and Solidarity, is a Non Governmental Organization (NGO) founded by the Norwegian peace and temperance organizations International Organization of Good Templars (IOGT), Juvente and IOGT-Junior.

FORUT's vision is a world in peace and without poverty, where all are secured human rights and social justice, and where alcohol and drugs do not prevent people's well being and fulfillment of the human potential.

FORUT supports relief and development activities in Sri Lanka, Sierra Leone, India, Nepal and Malawi (only ADD). The organization's alcohol, drug and development (ADD) program is a cross-cutting theme in FORUT's work. FORUT works through local civil society partners and is also a self implementing agency.

The Norwegian Agency for Development Cooperation (NORAD) is FORUT's most important financial contributor. FORUT has a five-year framework agreement with NORAD. The current agreement period is from 2004 to end 2008. In 2007, NORAD's total support to FORUT was NOK 26 million.

This report presents the findings of the organizational performance review of FORUT. NORAD commissions such reviews of most Norwegian NGOs receiving funding from NORAD. The purpose of these organizational reviews is to examine the organizations' ability to provide effective aid, including cost-efficient use of funds, results that are in accordance with Norwegian political priorities, relevance to final recipients and ability to achieve its own goals.

The organizational performance reviews focus on the organizations' partner approach and -work, in particular how the organizations build their partners' capacities and the results of these efforts.

The report has the following structure: Chapter 2 describes the Terms of Reference (TOR) and methodology of the review. Chapter 3 describes and discusses FORUT's organizational capacities. Chapter 4 provides an analysis of how FORUT works with its partners, builds their capacities, monitors and evaluates activities, and the coherence between FORUT's strategies, action level and partner approaches. Chapter 5 discusses FORUT as a learning organization and achievements related to FORUT's and partners' work. Chapter 6, which is the last, sums up the review's conclusions and recommendations.

## 2. TOR AND METHODOLOGY

### 2.1 Main points of TOR

As stated in the TOR, the purpose of the organizational review is: "to examine the organization's ability to provide effective aid", including: "cost-efficient use of funds, results that are in accordance with Norwegian political priorities, relevance to final recipients and ability to achieve its own goals". The TOR of this review is in Annex 1.

In order to assess the organization's ability to achieve effective aid given its resources and work methods, the evaluation adopted the organizational system model proposed in the TOR. This included:

- (i) A description and analysis of the organization and its capacities;

- (ii) An organizational performance analysis, in particular an assessment of how the organization's works with its partners and builds their capacities; and
- (iii) An assessment of results, including the organizational chain and capacities for and actual organizational learning.

The main aim of the organizational review was to examine FORUT's ability, together with its partners, to make use of its resources in order to achieve results. Consequently, the review provided most attention to the performance analysis and less attention to assessing results.

The review of FORUT's financial management was an integral part of the review.

## 2.2 Methodology

The review was carried out from March 1 to July 1, 2008 by two senior partners from Scanteam. The methodology for this organizational review was addressed through the following elements:

- (a) Collection of initial information through review of documents provided by FORUT and NORAD, including the auditor's Management Letters and FORUT's response to these;
- (b) Consultations with relevant NORAD staff and FORUT Board members and FORUT staff – in Oslo and Gjøvik - on an individual basis and/or in group meetings. The meetings with staff at FORUT's head office in Gjøvik included group work and discussions related to identification of best practices and FORUT's way forward in terms of its organizational capacities, partner approach and thematic priorities ;
- (c) The elaboration of an inception report which was discussed with NORAD and FORUT;
- (d) Survey - internet-based questionnaires- of FORUT Board, management and staff of their experience and appreciations from working with different partners and themes;
- (e) Survey - internet-based questionnaires - of FORUT partners and collaborating organizations of their experience and appreciations from working with FORUT and FORUT supported themes;
- (f) Field visit to Sierra Leone which was carried out from June 3 to June 11, 2008. The country visit included :
  - Individual and group meetings with FORUT Sierra Leone staff,
  - Consultations with the auditor of FORUT Sierra Leone and spot check of accounts,
  - Visits to project sites of FORUT Sierra Leone, including meetings with people who benefit and who do not benefit directly from FORUT projects
  - Consultations with representatives of government institutions that collaborate with FORUT, including the Ministries of Agriculture, Health and Education, at national and district levels
  - Consultations with other donors, development actors and resource persons working with the same themes as FORUT but who are not involved in activities supported by FORUT
  - Organization of a half-day workshop with FORUT Sierra Leone staff. The workshop discussed the preliminary findings of the review and tried to identify alternatives concerning the way forward for FORUT in Sierra Leone;
- (g) Analysis and report writing.

As indicated in the TOR, in September 2008, two months after the completion of the final evaluation report, the evaluation's main findings will be shared with NORAD and FORUT staff through one meeting and/or one workshop.

The list of persons the review team met with is in Annex 2.

## **2.3 Limitations of the review**

The organizational performance reviews focus on the organizations' partner approach and - work, in particular how the organizations build their partners' capacities and the results of these efforts. In this respect, the selection of Sierra Leone for the field visit was a main limiting factor of the organizational review of FORUT. In Sierra Leone, FORUT implements directly its own program. FORUT Sierra Leone does not work with or through Civil Society partners but collaborates with some government partners at field level.

NORAD had selected Sierra Leone for the field visit as the country is the second most important in terms of FORUT's financial support and because there were limited documentation of FORUT's work there. It was believed that FORUT's work and performance in Sri Lanka, which is the organization's main partner country, are widely documented and evaluated.

To compensate for the lack of meeting and consulting with FORUT's partners directly and assessing partners' projects and achievements, the review team added more partner related questions in the surveys to FORUT's stakeholders and focused more on partner related issues during various interviews and meetings.

It is also important to stress that this is an organizational review. Consequently the intention is not an in-depth evaluation of individual partners or of FORUT's different thematic areas or programs, which would have allowed the review to make more explicit best case studies and more comprehensive reviews of individual partner achievements and impact, implementation experiences, and individual partner approaches and methodologies.

## **3. FORUT'S ORGANIZATIONAL CAPACITIES**

### **3.1 FORUT's vision and thematic areas**

#### **Background**

FORUT, Campaign for Development and Solidarity, is a Norwegian development organization established in 1981 by three NGOs specialized in alcohol and drug prevention; IOGT, Juvente and IOGT Junior Association. These three NGOs are still the owners of FORUT. Since its foundation, FORUT has taken a special interest in alcohol and drug problems in a development perspective. Annex 3 provides a time line of FORUT.

FORUT's activities are mainly financed from its fund-raising campaigns and grants from Norwegian and Swedish governments. Norad is the most important financial contributor. FORUT has a five-year framework agreement with Norad; the current agreement period is from 2004 to 2008. In 2007, Norad's total support to FORUT's development programs was NOK 26 million.

During FORUT's first years, the organization focused on general development and relief work as the Norad signaled that it did not want FORUT to be involved in propaganda work for the Norwegian

temperance movement. This was an attitude that gradually changed. From the mid 1980s, FORUT started to integrate alcohol and drug prevention in its more general development strategies.

FORUT has partners, projects and emergency relief and development activities in Sri Lanka, Sierra Leone, India, and Nepal and, from 2008, in Malawi. The development activities are implemented by FORUT's partners in India, Nepal and partly in Sri Lanka. FORUT staff implements programs directly in Sierra Leone and partly in Sri Lanka. FORUT recently phased out its long term support to The Gambia and Senegal where the organization worked in collaboration with the national IOGT organizations.

FORUT has its most important program in Sri Lanka. NORAD's total 2007 grant to FORUT was NOK 26 million, and more than half of it - NOK 13, 6 million - was used there. When including other funding sources FORUT Sri Lanka's programme expenditure was NOK 48,8 million, or around 80 % of FORUT's total 2007 project funds of NOK 60,6 million. Sierra Leone with FORUT's community rehabilitation program of NOK 4,5 million (2007) is the second most important country. In 2007, FORUT's budgetary allocations for its ADD program were NOK 3 million. About NOK 2,6 million were allocated to FORUT's work through partners in India and NOK 1,1 million were allocated to FORUT's work through its Nepalese partner.

### **Goals, mandate and policies**

FORUT's vision is a world in peace and without poverty, where all are secured human rights and social justice, and where alcohol and drugs do not prevent people's well being and fulfillment of human potential.

FORUT's mission is to fight poverty and to mobilize for a world with more justice and solidarity. FORUT wants to enhance the quality of life of people through their participation in development processes, advocacy and political awareness.

### **Thematic areas and priorities**

In its last five year program, FORUT has had the following thematic priorities and activities:

*Community development.* FORUT's community development approach generally includes the use and integration of several sectors and activities within one community with particular attention to local participation and resource mobilization and the strengthening of the communities' capacities. Activities include health (health training and education), education (construction of preschools and/or primary schools, provision of teaching materials etc.), agriculture (agricultural extension, provision of seeds and tools etc), skills training (often for unemployed youth), micro-finance and capacity building activities

*Strengthening of civil society.* FORUT's approaches include: strengthening of formal and informal community groups and organizations that participate in the development of their communities; enable them to become advocates and to interact with public and private institutions and organizations; build capacities for democratic decision making at local level; empower women, youth and children in their struggle for equal rights and justice; and promote the rights of deprived and marginalized groups when appropriate.

*Children and youth.* The children and youth aspects are integrated in many of FORUT's activities, in particular children rights and advocacy. Approaches include: empower vulnerable children and youth and advocate for children rights; support to organizations working to promote child rights; secure children's access to preschool and school - in particular for girls – and improve the quality of local education; provide vocational training to youth, protection and rehabilitation for vulnerable children (street children, children prostitutes and children who are refugees)

*Alcohol, drugs and development (ADD).* As alcohol and drug prevention is the core value of FORUT, this area is integrated in all of FORUT's activities. The ADD program, which was launched in 2003 and is funded by Norad, works against alcohol and drugs use at three following levels: (i) alcohol and drug problems and prevention at local/community level through the work of FORUT's partners and programs. This work is an important part of the program, which also promotes the exchange of partner and program community level ADD experiences; (ii) national level: Advocating and influencing national drug related policies and other ADD related work - often through the work of FORUT's partners; and (iii) International level: e.g. participation at international forums to influence national, sub-regional and international alcohol and drug policies.

*Humanitarian assistance.* Humanitarian assistance and emergency relief have always been a central part of FORUT's work, in particular since its main operations are located in Sri Lanka – a country which is very affected by war. FORUT's emphasis in its relief operations is to act independently and with neutrality and on the basis of people's needs. The coordination with other actors is also important. Priority sectors are water, shelter, food, sanitation, health and education. When feasible, humanitarian assistance activities are mixed with other elements of FORUT's support, like community development activities. FORUT provides humanitarian assistance to Sri Lanka and rehabilitation related work in Sierra Leone.

*Peace and reconciliation.* Working for peace is part of FORUT's ideological platform and organizational identity. FORUT's general approach is to support meetings and dialogue between people on opposite sides of the conflict lines and to encourage and develop a peace and reconciliation culture within the member organizations of the FORUT network.

*Refugees and asylum seekers in Norway.* FORUT has since 1991 operated a few government reception centers for asylum seekers. FORUT will phase out from this work in 2008. This area is not relevant for this review.

*Information and awareness work – development education.* FORUT carries out information and awareness work both as a part of its work abroad, but also in Norway through its campaigns and general information work. The objective is to enhance people's awareness of poverty and injustice in order to create involvement in and support for FORUT's solidarity work

Throughout the current five year program period (2004-2008) with Norad, FORUT has only made limited changes in its thematic areas. FORUT has however made effort to strengthen its profile as a competence nexus on the connection between development and social problems, and alcohol. The increased alcohol and drug prevention focus was mainly due to its ADD program and Norad's current approach, which is that FORUT should focus on the topics where FORUT has special competence and give added value to the development community in Norway and internationally.

In relation to FORUT's next framework agreement with NORAD, which will focus on core programme support, the organization is currently reviewing its thematic areas. FORUT is now leaning towards limiting its support abroad to the four following thematic areas/strategic objectives: Crisis response and recovery, ADD, Child rights, and Gender equality and women's rights.

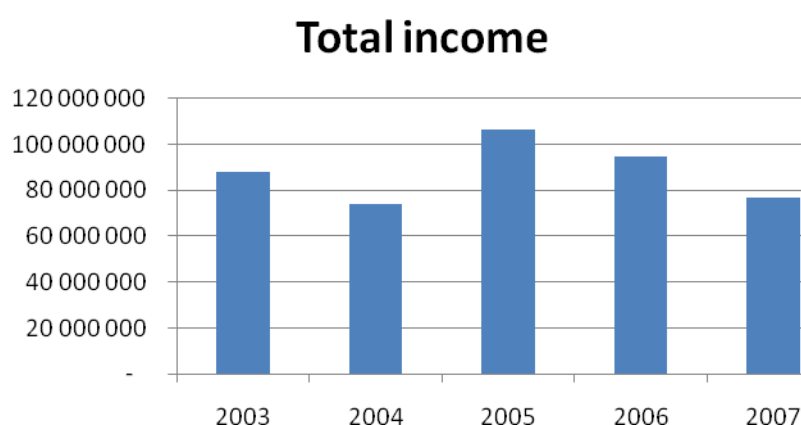
*Gender.* FORUT's work and many partners' programs often provide attention to gender aspects and the socio-economic conditions and rights of women and girls. FORUT does not have its own gender policy. However, in 2007, FORUT Sri Lanka developed its Handbook on "Gender Policy and Strategic Guidelines" to promote a gender perspective and the mainstreaming of gender into its projects and programs. FORUT Sierra Leone plans to develop its gender strategy in 2008.

## 3.2 FORUT's financial resources

FORUTs financial resources comprise of regular funding providers that include Norad, Norwegian Ministry of Foreign Affairs (MFA), Swedish SIDA and ORUT's income from own campaign income and other small contributors. FORUT was able to mobilize considerable funds for its humanitarian assistance related to the Tsunami in Sri Lanka from Norad, MFA, SIDA and Swedish MFA. The Tsunami related work will be phased out in 2008. In addition, in Sri Lanka FORUT has been a regular project partner of various UN agencies involved in humanitarian assistance and rehabilitation work in the conflict-affected northern districts. The most notable partnership has been with UNHCR.

In the 2003-2007-period, FORUT's total income has varied considerably, with a top in 2005 and a clear drop the following years (2006-2007). The main reason for this decline is that FORUT has gradually phased out from its involvement in the government reception centers for asylum seekers and refugees. The second most important reason for the overall reduction of total income is a somewhat smaller allocation to Tsunami work in 2006 and 2007 than in 2005.

**Figure 1: FORUT's total income in 2003 to 2007 period (NOK)**



**Table 1 - Financial overview of FORUTs income and expenditures in the period 2003-2007 (NOK):**

	2003	2004	2005	2006	2007
<b>1 Total income</b>	<b>87 904 348</b>	<b>74 192 889</b>	<b>106 487 132</b>	<b>95 009 376</b>	<b>76 979 832</b>
2 Of which:					
-NORAD	25 000 000	26 499 639	26 134 890	25 845 872	26 000 069
<b>3 -Campaigns in Norway</b>	<b>6 004 457</b>	<b>5 803 790</b>	<b>13 830 500</b>	<b>9 455 427</b>	<b>9 564 090</b>
<b>4 Total expenses</b>	<b>87 841 565</b>	<b>73 211 786</b>	<b>105 231 427</b>	<b>95 165 094</b>	<b>76 019 056</b>
5 Of which:					
-Administration incl. programme support	3 721 121	3 122 989	4 260 860	4 094 903	4 869 166
<b>6 -Project costs</b>	<b>39 834 729</b>	<b>32 343 793</b>	<b>70 797 820</b>	<b>61 649 499</b>	<b>60 598 555</b>
<b>7 Profit</b>	<b>62 783</b>	<b>981 103</b>	<b>1 255 705</b>	<b>(155 718)</b>	<b>960 776</b>



## Funds from Norad

In the 2003 to 2007 period, the Norad funding has been stable and only varied from 25 million to a maximum level of 26.5 million NOK, see Table 1 (line 2). Since 2004 FORUT has had framework contract with an annual allocation of 26.5 million. The contract (Agreement number: GLO-03/303) that was signed in February and March 2004 are running for the 2004 – 2008 period. When the recipient centers are not included, Norad's total financial support comprises from 32 to around 50 percent of FORUT's total funds.

## FORUT campaigns and information work

Table 1 (line 3) shows that the campaign income had a top in 2005. Subsequently, FORUT managed to keep the campaign income in both 2006 and 2007 with around 9.5 million NOK each year. FORUT has the following main campaigns in Norway:

- *The kindergarten campaign* is FORUT's flagship campaign which was launched in 1988. In 2007 1512 kindergartens and 187 schools participated in the campaign. Every year a new theme is introduced. The campaign material consists of information material designed to entertain and inform children. The income making activities consist of different initiatives carried out by the kindergartens, like charity bazaar, sale of FORUT's own imported toys and cake lotteries.
- *FORUT-partner and project partner* where FORUT targets individuals and companies in Norway. There are about 1000 individuals who are FORUT partners. The number has been stable for some years. Each individual contributes from about 1200 to 1800 NOK annually. The 16 companies that are project partners each contributes from 28 000 to 150 000 NOK annually. These funds are earmarked specific projects.
- *The Tsunami-campaign in Gjøvik* was a solidarity campaign involving Gjøvik municipality, private sector, and many other profiled actors in Gjøvik. The campaign had a three year perspective and phased out in 2007.

FORUT recently launched an internet shop where it sells toys, CDs and gifts produced in FORUT's partner countries. It is not yet possible to know how much income the internet shop can generate.

FORUT's information work includes activities targeting the media, the running of the FORUT web-site, FORUT's magazine (FORUT-nytt), information to member organizations, etc. Norad supports FORUT's information work.

## Other funding sources

SIDA has regularly contributed between 1.3 and 1.6 million NOK annually to the FORUT Sri Lanka's program which is a joint program between FORUT and the International Institute in Sweden. In addition SIDA and the Swedish MFA contributed to FORUT's Tsunami work, e.g. a total of 10 million in 2007. The total financial contributions from the Norwegian MFA vary. E.g. in 2007 it was 2.3 million NOK for FORUT's emergency relief work and 10 million NOK targeting the Tsunami related work.

As the table 1 (line 4) shows, FORUT's total expenses have followed a similar pattern as the organization's income. Project costs (line 6) follow the same pattern as campaign income with a top in 2005 and a drop in 2006. Interestingly, "Administration including program costs" has followed a different pattern and was at its top in 2007, when it was even higher than in 2005. When looking at administrative costs as a percentage of project costs, in Table 2, the percentage varies from only six percent in 2005 to 10 percent in 2004.

**Table 2 Administration costs as percentage of total project costs**

	2003	2004	2005	2006	2007
-% admin. cost incl. programme support	9 %	10 %	6 %	7 %	8 %

During most years, FORUT has had a very small profit – generally less than 1,5 percent of annual income, and in 2006 FORUT had a loss. With a moderate profit, a NGO can meet possible increased cash requirements as well being able to handle unexpected drops in income or unexpected increases of expenses.

### **3.3 Organizational structure**

Annex 4 has figures that illustrate FORUT's governance and administrative structures in Norway, Sri Lanka and in Sierra Leone.

**FORUT's Board.** In FORUT's Board, the organization's three founding organizations IOGT, Juvente and IOGT Junior have most members. Five of the Board members and two substitutes are elected by FORUT's Annual Meeting for one year at a time. The Chairperson and Deputy Chairperson are elected separately. Three Board members are appointed by IOGT, Juvente and IOGT-Junior respectively and independently of the Annual Meeting. The employees are represented with one Board member. In total there are nine Board Members and two substitutes, which also meet at the meetings. The Chairperson of the Board receives a compensation of 5000 NOK per annum, while the other Board members receive 2000 NOK each. Travel costs are reimbursed. Many of the Board members are relatively young but with often extensive experiences from organizational work such as from the temperance movement or other organizations. Some Board members have important experience from FORUT's international work and some have other professional backgrounds that can be of use for FORUT's work. Most Board members are or have been involved in one of the three owner organizations.

**The FORUT organization in Norway** has 16 employees, nine staff are women. FORUT Norway consists of its main office in Gjøvik, where the administration and the project department are located, and FORUT's district office in Oslo where FORUT's ADD program is located. The Secretary General has worked in FORUT in different capacities during the major part of the period since 1988, including as Resident Representative of FORUT Sri Lanka. He became FORUT's Secretary General in 2005.

**FORUT Norway's administration** comprises the information, campaign, and administration and finance departments. The campaign department is the largest with six fulltime and one half time staff. The running of campaigns is labor intensive. The department was strengthened in 2007 with a campaign manager who is also focusing on strategic positioning in campaign markets. The administration and finance department consists of three persons. They cover all of FORUT's aspects related to administration and finance, from campaign and information related work to international project and partner work. The information department has only one staff.

**FORUT Norway's project department is very small.** It has only five staff, including:

- FORUT's international program director who is both the head of the project department and the country coordinator for FORUT's two main countries, Sri Lanka and Sierra Leone. In addition, he is the chairperson of the Norwegian Development Network (Bistandstorget).

- The country coordinator for both India and Nepal
- The two ADD staff based in Norway. 50 percent of the ADD project coordinator's time is spent on following up the GAPA process at the international level
- The coordinator of the Tsunami funds. This fixed term position will be phased out in 2008.

The project department is very small. It seems that the capacities of its staff are stretched to a maximum in relation to FORUT's project portfolio and workload. Even though FORUT has its own staff both in Sri Lanka and in Sierra Leone, having only two regular positions at the head office seems inadequate. This shortage of human resources was also confirmed by FORUT's staff. However, the project staff manage the work load by being dedicated, flexible and working hard – often longer than general working hours. The staff also claimed that there are no Chinese walls between the departments nor between the different areas of responsibility, which makes the staff both filling in for each other and supporting each other when the work pressure is high in some departments or when people travel or are on leave.

**FORUT Sri Lanka is a large organization** with a total of 173 local staff plus volunteers in its Colombo head office and 13 district offices. Its three offices in the north are heaviest staffed. FORUT Sri Lanka has two expatriates, FORUT's resident representative and a member of the policy unit. It is also normal practice for FORUT Sri Lanka to employ one to two expatriate program managers in the conflict-affected northern districts. These positions are currently vacant. FORUT Sri Lanka is involved in many operations in many thematic areas and is also self implementing for parts of its programs, consequently the management structure is rather complex as Table 3 in Annex 4 illustrates.

**FORUT Sierra Leone** has 16 permanent and 15 contracted staff. The main office in Freetown consists of the program director, the program coordinator, the administration officer, the program accountant, two micro-finance facilitators and some support staff. In the three field offices there are two field officers and six field assistants. The field staff spend three out of four weeks in the project area working closely with the rural communities. For the last three to four years, a Norwegian consultant has provided technical support to FORUT Sierra Leone, in particular in terms of administrative support (reporting, planning, administrative routines etc.), but not on financial management. The consultant works with the program staff between two to three months per year, normally divided into two missions to Sierra Leone.

### 3.4 Human resources and professional capacities

**FORUT Norway is a very stable organization** with a very low turnover of staff. As the staff have a long history and know the organization, there is an important institutional memory within FORUT. Consequently, the organization does not need to build up an internal system of information sharing.

In 2007, six of its total 16 staff have worked with FORUT for more than 18 years, six other staff have worked with FORUT for more than six years. Of the four "new" staff that were recruited after 2001, two were employed on a fixed time contract as a consequence of the tsunami activities and one staff was hired when the ADD program was scaled up. The last was hired in an effort to increase campaign activities. FORUT's high organizational stability appears to be explained by several factors. FORUT staff reported factors such as: a good working environment, a good organizational culture, an important delegation of responsibilities, and interesting work tasks. Most of the staff are also socially "connected" to Gjøvik. On the other hand, the fact that there are few – if any - other development NGOs and organizations in Gjøvik that offer similar employment opportunities, may also contribute to FORUT's stability.

In the project department, most staff have long and solid organizational experience, some have previous work experiences from Norad, and some have worked for long in developing countries. The two ADD staff have both extensive experiences from the temperance movement.

**FORUT Sri Lanka's** resident representative (until mid 2008) was FORUT's Secretary General for 24 years. However, FORUT Sri Lanka has been less stable than in Norway. 25 percent of the local staff in Sri Lanka started in the organization before 2000, 22 percent started between 2000 and 2004, and the remaining staff (53 percent) after 2004.

**FORUT Sierra Leone** has also a staff with a long history in the organization. Both the program director and the program coordinator have worked with FORUT since the 1990s. The program accountant started in FORUT seven years ago. The administrative officer started in 2007. Many of the field officers and field assistants have worked for FORUT between five and ten years, and several for more than 10 years.

**Capacity building of staff:** FORUT in Norway has several means to develop its staff's capacities, including FORUT's partner meetings and the ADD annual consultations (see chapter 4.3 for more details). Other capacity and network building activities include internal and external training courses and seminars. From 2007, all capacity building activities are part of the Professional Development Plan (2007-8) which covers the whole FORUT organization, including partners and the Board. The Plan gives top priority to ADD and peace and reconciliation, but covers also gender and FORUT's other themes. Detailed plans for each partner, for FORUT's offices as well as for individual staff are presented in the plan.

FORUT Norway has also a development package for its staff called "Collaboration" (Medarbeiderskap); which is a four months on-the-job program. The intention is to strengthen FORUT's organizational learning capabilities. Moreover, as the chairperson of the Norwegian Development Network, FORUT's international program director learns about best practices in various themes and areas within the NGO community in Norway.

FORUT Sri Lanka entered into collaboration with a Norwegian university, the FONT collaboration, to improve FORUT Sri Lanka's implementation capacities (see chapters 4 and 5 for more details).

### 3.5 Work methods

FORUT has a set of policies to guide their work. As a small organization they have to develop their own methods and approaches, which are being done through its policies, FONT collaboration as well as other processes. Some of the methods and approaches are inspired by work carried out by members of the Norwegian Development Network ("Bistandstorget").

FORUT Norway follows a "team model" where teams are built around core areas like a management team, a project team, campaign team, information team, refugee team and an administration team, in addition to a weekly meeting involving all FORUT Norway staff. These teams work to some extent across departments and make the organization more flexible.

Planning and follow-up are guided by routines covering meetings, procedures and tasks to be undertaken throughout the year. There are core routines for the Board's work, annual meeting schedule, including required content, throughout the year. The routines take due account of the donors' requirements in terms of deadlines, formats for reporting etc.

National offices and partners deliver mid-year progress reports by July of each year. They also prepare their annual reports and forward them to FORUT by late February, while the audited

accounts follow in mid March. Some, like FORUT's Sierra Leone office, also report on the status of program activities on a monthly basis. However, in its monthly reports, there are not updated financial figures. The national offices also prepare annual plans for the coming year and forward it to FORUT Norway before September each year.

For FORUT Norway the reporting and annual plan follow some time after the national offices. The audited accounts are delivered to Norad by May 31, and the annual plans are sent to Norad before October. Before FORUT's audited accounts are handed over to Norad, the Board will review them by end of March each year. For more details on reporting, see chapter 4.4 related to monitoring and evaluation.

**Partner responses:** In the internet survey, FORUT partners responded that they were generally very satisfied with how FORUT deals with different processes such as analysis and conceptual understanding, planning, implementation, outcomes achieved, decision making processes, and as a quality assurer and learning system. Out of the total 12 who responded, only one partner was unsatisfied with the different processes and was very unsatisfied in terms of FORUT's decision making processes.

### 3.6 Financial management

FORUT Norway follows Norwegian accounting laws and practices and the guidelines required by 'Statens økonomireglement', which is a condition for funding from Norad and MFA.

For international activities each partner and country has its separate financial management system. They are also being audited separately. Consequently, when reviewing FORUT's financial management systems, the review team looked at partners and FORUT's offices in Sri Lanka and Sierra Leone separately. This included the review of the partners' documentation of financial and management procedures and the embezzlement case in Sri Lanka - which had been examined by PriceWaterhouseCoopers (PWC). During the visit to FORUT Sierra Leone, the review team carried out spot checks of the organization's financial management system.

#### Partners' financial management

Each FORUT partner has its own financial management system and its own guidelines for financial management. The partners' accounts are being audited by local auditors. The reviewed documentation demonstrates that each partner has a proper verification of payments, proper procurement practices as well as adequate systems in place related to other financial management areas. Moreover, FORUT Norway meets with the local auditors, which should indicate that FORUT has a proper view of the different partners' financial management. Some of the organizations do not receive a management letter. The reason given is that some of these organizations also have an internal auditor in addition to the external auditor. The reviewed management letters did not reveal any important issues related to the partners' financial management. The partners also seem to report adequately on budgetary issues and they send audited accounts to FORUT Norway.

#### FORUT Sri Lanka

The financial management system in Sri Lanka has been under review after an embezzlement case in the Batticaloa district. In its report, PriceWaterhouseCoopers (PWC) only addressed gaps in FORUT Sri Lanka's internal control systems and departments from a best practice perspective and did not review the internal control practices that FORUT Sri Lanka used at that time. The report identified a

total of 62 smaller and larger issues related to accounting and operational issues that were not best practices. Following are three relevant areas:

- Lack of segregation of duties: The functions of collecting monies, receipting such collections, banking collections, effecting check payments and petty cash payments were all concentrated in the hands of a single individual
- Staffing and skill set was not adjusted to needs. This is particularly relevant when the good practice related to segregation of duties will be implemented and was a challenge, because of possible lack of qualified candidates in the areas in question
- The “tone” regarding good financial management that was set at the top was not “effective filtered down to staff at the operational levels and sub offices”

When the embezzlement case was revealed, FORUT reacted actively and speedily to the case, by commissioning the PWC report as well as taking due actions locally. The PWC report was the basis for the improvement of FORUT’s financial management practices in Sri Lanka, including the revision and updating of FORUT Sri Lanka’s Financial Procedures Manual.

## **FORUT Sierra Leone**

FORUT Sierra Leone is the only case where the review team had the chance to do field based checks of the financial management system. Interviews, field visit and checks were also useful for this review. FORUT Sierra Leone has a financial management system that is under modernization. While there were routines for several procedures, the process to write down and formalize these routines had not yet been completed. The following areas had been improved during the last one to two years:

- Segregation of duties:
  - The administration was recently separated from project implementation
  - Two people in staff sign on invoices
- Improved administrative capacity and systems by the recruitment of an administrative officer in 2007
- Written routines on several areas have been developed or are under development, like procurement.
- Documentation of each transaction was satisfactory

Currently FORUT Sierra Leone has unsatisfactory practices in the areas of transportation/car use and fuel consumption, procurement procedures, financial reporting and accounting.

**Transportation**<sup>1</sup>: In 2007, transportation costs constituted 13 percent or 278 millions Leones of FORUT Sierra Leone’s total program expenditures in Sierra Leone. Although transportation is looked upon as a core program area of FORUT Sierra Leone, transportation costs like fuel, use of the vehicle etc. are not properly documented and monitored. The lack of control of transportation costs has been raised as an issue several times during FORUT Sierra Leone’s management meetings and as early as one year ago. As logbooks for the vehicles have not been used for several months, it is not possible to properly account for or monitor the use of fuel and to control the use of the vehicles. According to our information, the total use of fuel is understood to be very high. On fuel spending there exists an upper limit that each car can fill. However, it is not possible to monitor the fuel spent. The logbooks for the vehicles have not been used since October 22, 2007, and up to then only the weekly tachometer status are reported. When asked, the drivers did not find the logbooks in their cars, and it was obvious that they did not have any routines for using the logbooks. FORUT’s two trucks are interesting subjects as they are the most value-creating transportation means for FORUT. One of the trucks had its tachometer broken which according to the drivers and mechanics was “impossible to repair”. Consequently, it was not possible for FORUT to monitor the use or fuel spent

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<sup>1</sup> codes 640 to 658

by this vehicle. The review team tried to get information about the program's new Mercedes Truck. However, after the driver received a call from FORUT's consultant the vehicle did not return to the FORUT office as planned. These examples indicate that there is a great risk that FORUT Sierra Leone's transportation resources are being misused.

**Procurement:** FORUT Sierra Leone's procurement procedures are not according to FORUT's guidelines and good practices. The review team's spot checks demonstrated that FORUT Sierra Leone often only collects and compares two complete proforma invoices. For all goods and materials procured in 2007 and in samples from 2008, the team did not find any cases with three or more comparable proforma invoices. FORUT Sierra Leone has consistently procured building materials from a company in Freetown called *Heckmet*, without proper competition from other suppliers.

**Financial reporting:** FORUT Sierra Leone does not report according to budget. This is also not a requirement from FORUT Norway. This was a major reason for the problems in 2006 when FORUT Gjøvik transferred 100,000 USD to FORUT Sierra Leone without (accidentally) informing FORUT Sierra Leone about the transfer. Normally the country office will be informed when a transfer is made. The transfer was missing in the banking transfer system and was "lost" - without anybody knew about it – until end of year 2006 financial closing. At that time FORUT finally realized that the amount (100,000 USD) had not arrived. This case demonstrates not only that the communication between FORUT Norway and FORUT Sierra Leone failed in this particularly transaction but also that the reporting from FORUT SL does not include the monitoring of financial performance against budget. Even though FORUT Sierra Leone has, since 2006, reported more frequently, the reporting is still normative and is not aligned with budget lines. A similar finding was revealed by PWC in their report from Sri Lanka.

**Accounting:** No vendors list are used in the accounting system, which means that there is no overview of what who have procured what, for how much and from whom. The accountant has not received any new training or updating in accounting software for many years ago.

The local auditor which has audited FORUT Sierra Leone for five years has not identified the above mentioned issues in the auditor's Management Letters to FORUT Sierra Leone. FORUT Norway has been informed about the review team's findings above concerning FORUT Sierra Leone's financial management. FORUT Norway plans to investigate and to react to the different issues.

## **FORUT's auditors**

FORUT Norway has used the same local auditing company for the last 25 years. According to FORUT<sup>2</sup>, its auditor has changed its services from initially checking the vouchers to the current approach of critically reviewing the financial management systems and routines. Consequently, the auditor currently operates more like a financial management consultant. The auditor has also travelled to FORUT's partner countries to follow up on the financial management systems, including a visit to Sierra Leone some years ago. Even though the auditor has visited partner countries and supervised FORUT for a long time, the findings in the PWC report for Sri Lanka and the review team's findings from Sierra Leone demonstrate the need for FORUT to improve its supervision of the financial management in its local offices abroad.

In Sierra Leone the same auditor has audited FORUT Sierra Leone for around 5 years. The auditor has not raised the issues mentioned above concerning procurement procedures and transportation costs. With regard to the transportation expenditures, the only issue that the auditor has mentioned was the need to allocate the transportation costs to the cost centre. However, this would not solve

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<sup>2</sup> In FORUT's book: "Veier til Utvikling", 2006 (Roads to Development)

the current problem related to FORUT Sierra Leone's lack of monitoring the total fuel use and the fuel consumption of each of its vehicles.

## 4. PERFORMANCE REVIEW

### 4.1. Partner strategy and approach

FORUT, in its policy document, "recognizes the crucial role that civil society plays in order to safeguard human rights, social justice and sustainable development". Civil society organizations can influence both the public and the private sectors at local, regional, national and international level. When working within communities, civil society organizations can be important vehicles for change and to empower people. FORUT believes that "the role of civil society is to empower, protect and advocate the rights of deprived and marginalized people. FORUT will engage with civil society to promote human rights, peace, the prevention of alcohol and drug problems and development. FORUT will promote establishing, mobilizing and strengthening civil society organizations. This will be done through direct intervention or through solidarity actions in collaboration with partner organizations. "Furthermore, "FORUT also strives to build a network of other NGOs and agencies with similar interest in development, alcohol and drugs, and other fields."

FORUT's approaches working with civil society actors include:

- "Empower and strengthen formal and informal groups and organizations that actively participate in the development of their local community. Assist in establishing groups and organizations when necessary.
- Enabling these groups to be their own advocates and to interact effectively with public institutions and private sector organizations
- Build capacity for democratic decision making at a local level, and use this platform to encourage people's participation in political processes
- Empower women, youth and children in their struggle for equal rights and justice, both organizationally – within civil society groups – and in issues pursued by these groups
- Promote the rights of deprived and marginalized groups when appropriate"

**FORUT's partnership strategy** is to build up, strengthen and work with strong local civil society partners that are democratic and independent. According to FORUT, the partners should be professional and over time have experiences from working at not only local level but also at national level. For example, the partners should be able to pilot activities - such as rights based activities - at local level, get credibility for this work, and consequently advocate for these activities at national level. This is for instance a very successful approach of FORUT's flagship partner APSA in India (see chapter 4.2 below).

FORUT is very conscious that as a relatively small NGO, FORUT can have a much greater development impact when working through professional and strong civil society partners than if FORUT operates as a self implementing organization.

**Selection of partners.** FORUT does not often find itself in the position of selecting new partners, and consequently has not developed any specific strategy or guideline for selecting partners. Many of FORUT's current partners were selected both because their policies and work program were similar to FORUT's policies and focus areas and because they had the capacities to work on FORUT related issues. Some partners, such as ADIC in Sri Lanka, started as an independent FORUT project but became over time an independent partner. FORUT perceives its recent process for selecting its ADD partners in Malawi as successful and, consequently, as a model for how to select future partners. In Malawi, FORUT established a set of criteria to select its local ADD partners. The criteria included that



the organization had demonstrated its viability, had good working routines and systems and had already core financing.

**Long-lasting partner relationships.** Generally, FORUT's relationships with its partners are long-lasting and with no or few exit strategies. The partnerships with the IOGT organizations in The Gambia, Senegal and Sierra Leone are some of the few partners where FORUT has phased out its support. The phasing out was mainly due to these partners' weak organizational capacities.

FORUT's focus on long lasting and generally close relationships should be seen in relation to FORUT's many advantages of working with strong professional organizations. FORUT's benefits are not only in terms of the potential impact FORUT's support to their work can have. The partners' professional experiences related to e.g. projects, approaches and thematic areas can also be of important use for both FORUT and other FORUT partners. Moreover, the professional partners such as APSA, CWIN and CWC often have specific competencies that FORUT, with its very few program staff in Norway (see chapter 3.4 on FORUT's human resources), and some of its other partners do not have and consequently can take advantage of through FORUT's partnership network.

## 4.2 FORUT partners

FORUT has built up long standing relationships with a small number of strong civil society partners. In India and Nepal, FORUT only works through its partners. FORUT Sri Lanka has adopted different approaches. They comprise self implementation, project execution through development NGOs, and long term support to its ADD partner ADIC<sup>3</sup> and to semi-professional organizations - which have yet to become FORUT partners - and support to specialized institutions and voluntary rights based associations that are often semi-professional organizations. In West Africa, FORUT recently phased out its support to its old IOGT partners. FORUT Sierra Leone implements its community rehabilitation program directly. In FORUT's new ADD country Malawi, FORUT works in collaboration with Norwegian Church Aid and some of its partners. FORUT's ADD program has also built up and supports various international partners, including networks of NGOs and people working in e.g. public health agencies that share information on alcohol issues and advocate evidence-based alcohol policies. Annex 5 provides an overview of FORUT's different partners, including its specific ADD partners.

In **India**, FORUT works through two local partners, Association for Promoting Social Action (APSA) and Concerned for the Working Children (CWC). FORUT has had a long standing relationship with these partners. In 1987, APSA became FORUT's first Indian partner. The CWC FORUT partnership started in 1994. Both APSA and CWC are recognized as professional, efficient and inspiring rights based organizations.

**Association for Promoting Social Action (APSA)** is in many ways FORUT's flagship partner. APSA works with street children, child laborers and other children in distress<sup>4</sup> and with larger urban slum communities in Bangalore and Hyderabad through a combination of institutional and outreach projects. Since 1981, APSA has worked at the local community, state and national policy levels in partnership with communities to help them realize their rights as humans and citizens. APSA builds the capacities of urban slum communities to access government service. APSA also advocates to prevent slum demolition and to secure alternative housing facilities. The organization builds both youth and public awareness to identify child rights violations and children's capacities to conduct training on their issues and to mobilize youth in response to these issues. APSA's work with children

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<sup>3</sup> FORUT will phase out its support to ADIC in 2008.

<sup>4</sup> Other children in distress include abandoned and runaway children, child victims of abuse and prostitution, children of sex workers and children rescued by APSA's Child Helpline

is based on rights-based principles but also involves service provision such as educational and residential support to fill the important gap of government services.

*The APSA-FORUT partnership:* FORUT was for many years the only organization supporting APSA financially. Later other organizations have also provided support but often on a more ad-hoc basis. APSA is now a mature and recognized organization and has achieved a high degree of credibility vis-à-vis the Indian authorities at state and national levels as well as from other actors (for more details on APSA's achievements, see chapter 5). FORUT supports in particular APSA work related to its street children and slum project. In 2008, FORUT's support to APSA was NOK 1,55 million.

*ADD:* With core support from FORUT's ADD program, APSA has developed and integrated their ADD approach. Now APSA provides outreach to support street children and child workers abusing psychotropic substances. APSA also networks with specialist organizations and supports other academic and field-based organizations in their research initiatives. FORUT and APSA's ADD approach is that ADD is not the main problem but reinforces socio-economic problems such as violence etc.

**The Concerned for Working Children (CWC)** has worked on children rights and child labor since the 1980s. CWC has a particular focus on child workers rights, in particular children's networks and mobilization. One of CWC's main goals is to make local communities free from child workers. The organization also works on developing community structures, including women self help groups, to ensure social change that will take care of child rights. Currently the organization works in nine rural and urban panchayats in Karnataka. Over time, CWC has become a recognized organization which advocates – at different levels of the society – for children rights. The organization has programs to organize child workers in urban areas and to mobilize children's participation in rural and urban councils. CWC has a trade union for child workers and an educational and vocational centre for working children (Namma Bhoomi).

*The CWC-FORUT partnership:* FORUT contributed with about 40 percent of CWC's budget in the 2003-7-period. Save the Children Norway supported the work of CWC until March 2008 when the organization phased out its direct program support to programs in India. In 2008, the budget for FORUT's support to CWC was NOK 1,05 million. FORUT has provided support to various components, including CWC's rural development programs, the Namma Bhoomi center; work with migrant communities, and children and governance.

*ADD:* Initially CWC was hesitant to work on alcohol and drug related issues as the organization sees itself as mainly a child rights organization. After drugs was identified as a significant problem among street children, CWS now also focuses on ADD and benefits from core support from FORUT's ADD program. It was CWC who developed its ADD program, but with some suggestions from FORUT.

In **Nepal**, FORUT has one local partner **Child Workers in Nepal Concerned Centre (CWIN)** which is another strong and dynamic organization, with a particular focus on girls. FORUT started supporting CWIN in 1995 when the organization was the pioneer child rights organization in Nepal<sup>5</sup>. The organization is involved in child rights at different levels, including: (i) advocacy work targeting politicians and other decision makers; (ii) information and awareness-raising concerning human rights and social justice (iii) service delivery, including vocational training, homes for girls and social reintegration of street children; and (iv) applied research and documentation. CWIN is actively involved in the fight against child labor exploitation and works in 35 districts of Nepal through Child Rights Forums which are formed by school children. CWIN is also a member in many networks and alliances focusing on children at risk and the trafficking in girls.

*The CWIN-FORUT partnership* focuses on children, adolescents and their rights, in particular related to supportive and empowerment activities of girls and youth at risk, and ADD. FORUT supports CWIN's Balika Home which is a centre for girls at risk and CWIN's Center for Self Reliance which

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<sup>5</sup> Plan and Save the Children also provide financial support to CWIN

provides skill training and education program for children above the age of 14 years. In 2008, the total budget for this support was NOK 1,35 million. *CWIN Balika* is the only program in Nepal targeting girls at risk, including the issue of trafficking in girls. CWIN Balika has played an important role in advocacy, networking, repatriation and social reintegration of girl survivors. CWIN also leads the 'Children as Zones of Peace' campaign in Nepal which addresses issues of children in conflict in Nepal, including advocacy and support for children in conflict. The concept has been endorsed by the Government of Nepal and all major political parties. Furthermore, CWIN is involved in FORUT's new project in Nepal together with another local organization called Rural Development Tuki Association (RDTA). The project, Nepal Transitional Support Program, is financed by the Norwegian MFA. It is aimed at post-conflict rehabilitation in the Dolakha district, and has a particular focus on incorporating ADD, child rights and women's empowerment into local rehabilitation and governance.

**ADD:** CWIN has over time integrated alcohol and drug issues in all its programs, such as advocacy, awareness campaigns and direct participatory work with children and youth. The NGO has carried out several comprehensive research and surveys on alcohol and drug use and its impact on children and society in Nepal. CWIN is also involved in ADD related awareness-raising and is establishing a knowledge base to advocate for citizens and children's right to live in a society free of harms of alcohol and drug use. CWIN has also been promoting former street children living with HIV as peer educators to raise awareness among street children about tobacco, alcohol, drug use and HIV.

In **Sri Lanka**, FORUT has adopted different approaches related to partnerships and project implementation. They comprise:

- (i) ADD related work through FORUT's partner ADIC;
- (ii) long standing support to many informal groups and CBOs at local level and their apex organizations at district level who have yet to become full fledged FORUT partners in the same way as e.g. ADIC, APSA or CWIN;
- (iii) Project implementation through development NGOs in the north.
- (iv) Support to specialized institutes in vocational training, education and/or human rights
- (v) Support to small voluntary rights based organizations working on child rights and gender based violence
- (vi) Project execution by FORUT Sri Lanka's regional branches

**The Alcohol and Drug Information Centre (ADIC)** is FORUT's long standing partner in Sri Lanka. The Information Centre was established as an independent NGO in 1990. ADIC's mission is to prevent drug use through social changes and effective education. The organization trains teachers and students, including trainee nurses, in alcohol and drug prevention. ADIC also runs a Youth Volunteer Program in several districts Sri Lanka and tries to increase the awareness of alcohol and drug problems and prevention to plantation workers. ADIC also works on influencing ADD related policies etc. at national level and participates in different international networks.

*The ADIC - FORUT partnership:* FORUT has fully funded ADIC since its set-up. In 2008, FORUT's support to ADIC was 1,5 million NOK. Currently, FORUT's ADD project leader is one of ADIC's two international advisors. From 2009, IOGT-NTO's International Institute in Sweden will focus on ADD related issues in Sri Lanka. Consequently, it will phase out its support to FORUT Sri Lanka's general programs and instead take over as ADIC's main financial contributor. On the other hand, FORUT will phase out its support to ADIC and reallocate the funds to FORUT Sri Lanka's remaining programs.

*FORUT Sri Lanka's Strategic partners:* Throughout Sri Lanka, FORUT has supported over a long time 25 so-called strategic partners which are informal groups initiated and developed into community based organizations (CBOs), and subsequently into APEX organizations at a divisional or district level. These are generally semi-professional organizations. FORUT supports them with service delivery and organizational and management training. FORUT estimates that it takes about ten years before such a beneficiary organization can graduate and become a partner organization. Only three of the

strategic partners have “graduated” and can now work independently from FORUT support. None of them are yet ordinary FORUT partner organizations as e.g. ADIC. The NIBR impact study in 2004 found that the APEX organizations work mostly on service delivery and transfer of funds, from FORUT’s district offices to the CBOs and village groups at community level, and their involvement in social mobilization and advocacy related work is very limited, reflecting the challenges of localized politics and the on-going conflict in Sri Lanka. Chapter 5 provides information about the impact of FORUT’s support to these associations.

FORUT Sri Lanka works with five *specialist institutes*, four vocational training institutes and one human rights institute. They are located in the north and are autonomous institutions. Most of these organizations benefit from support by not only FORUT but by several donors. FORUT’s *local NGO implementing partners* work mostly in the conflict areas in the north.

FORUT also supports four *voluntary rights based associations*, which are semi-professional groups. FORUT supports four such associations who have adopted a rights based approach in particular with regard to child rights and sexual gender based violence. They are involved in both rights issues and service delivery. Currently FORUT supports three pilot projects in three districts where e.g. two human rights groups have adopted a similar approach on child rights as FORUT’s Nepalese partner CWIN.

### **FORUT’s ADD specific partners**

In **Malawi** where FORUT recently launched its activities that focus on ADD, FORUT works in collaboration with Norwegian Church Aid (NCA) and uses NCA’s local networks. FORUT works in particular with the local partners Drug Fight Malawi, the Malawi Girl Guide Association (MAGGA) and the Ecumenical Counseling Center. FORUT aims to build a national ADD network in Malawi with local organizations which are willing and in the position to raise alcohol and drug issues nationally and locally. FORUT will give priority to organizations and agencies working with HIV/AIDS issues, women’s and human rights organizations and international agencies (for more details, see Annex 5).

The ADD program has several **other international partners**, including GAPA, IAPA, APAPA and the International Institute in Sweden. ACTIS is the main ADD program partner in Norway.

**The Global Alcohol Policy Alliance (GAPA)** which is an international developing network of NGOs and people working in public health agencies that share information on alcohol issues and advocate evidence-based alcohol policies. FORUT is supporting GAPA in advocating alcohol control policies. FORUT’s ADD project leader is the Alliance’s secretary. 50 percent of his time is allocated to work related to the coordination and building of networks and lobbying for GAPA and its mission. The lobbying efforts are in particular targeting the World’s Health Organization’s (WHO) alcohol related work.

**The Indian Alcohol Policy Alliance’s (IAPA)** mission is to prevent alcohol related harm through evidence based policy intervention, advocacy and capacity building. IAPA is affiliated to GAPA. FORUT’s ADD program supports the build-up/strengthening of IAPA and contributes with NOK 300,000 per year. APSA, one of FORUT’s main partners is member of IAPA. FORUT has for long been the only financial contributor of IAPA’s activities.

**The Asia Pacific Alcohol Policy Alliance (APAPA)** is a network of NGOs committed to developing an effective alcohol policy in the Asia Pacific region. APAPA aims to work with other organizations in the region to reduce alcohol-related harm.

**The International Institute of IOGT–NTO** is FORUT’s Swedish sister organization. The International Institute and FORUT have for many years jointly supported ADIC and FORUT Sri Lanka’s program.

**Norwegian Policy Network on Alcohol and Drugs (ACTIS)** is an umbrella organization for 26 NGOs, networks and foundations in Norway that all have activities and expertise in the field of alcohol and drug problems. ACTIS constitutes the largest body of voluntary organizations in the field of alcohol and drug problems in Norway.

### 4.3 FORUT's support to building partners' capacities

FORUT provides important support to build the capacities of its partner organizations. FORUT's learning and training focus was also emphasized by FORUT partners and staff in this review's internet survey.

The ADD program's most important focus is on providing ADD related competencies and on building the local partners' ADD knowledge and capacities in alcohol and drug prevention activities. The aim is that the partners will have alcohol and drug prevention as an integral part of their development strategies and programs. This training and learning approach is illustrated by FORUT's Malawi program's areas of action which include: research and documentation, competence-building, policy development and mobilization and awareness-raising.

FORUT supported activities that strengthen partners' – and also often own staff's - capacities and that promote exchanges of experiences and ideas include: Specific activities related to capacity building/training funded under the different FORUT supported projects; FORUT's annual partner meetings and annual ADD conferences; professional learning exchange between partners, including training and exchange visits; the FONT project in Sri Lanka and FORUT's Professional Development Plan for staff and partners (the PDP is described in chapter 3.4).

**Annual FORUT partner consultations and ADD conference and meetings.** FORUT's annual partner consultation and ADD conference generally coincide. Normally the partner organizations, in general one representative from each partner, will come to Norway or some other FORUT partner country for about five days - which includes three days for annual ADD consultations and two days on FORUT's partner conferences.

The ADD consultations generally focus on one specific theme for each year. The ADD consultation aims to ensure horizontal learning among partners and FORUT, and that the partners identify issues, themes and experiences that are relevant for them and their work. One partner will take the lead in presenting a theme. The ADD program emphasizes the need to exchange experiences from ADD related work and survey at community level and to stimulate fruitful discussions and exchanges of ideas.

FORUT's partner conferences also focus on exchanges of experiences between the various partner organizations and FORUT in Norway, Sri Lanka and Sierra Leone. FORUT is very conscious that many partner experiences and competencies, in particular related to advocacy and child rights, can be useful for other partners and for FORUT itself.

**Partner exchange visits.** So far, there has only been a few exchange visits between partner organizations. E.g. during an exchange visit to Sri Lanka, CWIN from Nepal provided its advocacy experiences to some FORUT partners in Sri Lanka that work on child rights and that have limited experiences in advocacy work. FORUT, including its ADD program, would like to increase the number of exchange visits and partner exchanges, and also have some partner exchange visits for longer time periods, but have not yet identified funding possibilities that would allow for such activities.

**FONT = FORUT and NTNU.** The FONT project was a joint capacity building project in Sri Lanka between FORUT and the Norwegian University of Science and Technology (NTNU) which built the capacities of FORUT staff and some local partners and development actors in the country. The FONT

project was conceived as an experimental partnership between researchers and practitioners aimed at improving post-crisis recovery initiatives. The FONT project coincided with the massive response to the December 2004 Tsunami in Sri Lanka. The overall challenge was to find ways of making research generated knowledge timely and relevant for action, and to enable FORUT's staff and other actors to improve or accelerate their learning as the Tsunami work unfolded in order to enable better practice. The focus was on settlement planning and housing reconstruction, participatory approaches, gender, ADD, conflict management, and the development of context specific analytical skills (see chapter 5.1 on FONT's achievements).

**The ADD program** has an annual budgetary allowance of NOK 30,000 to 50,000 for each partner that provides stimuli for partners to increase or strengthen their ADD activities. Although the amount is relatively small, but it has allowed some partners, such as APSA and CWIN, to carry out important ADD related work.

The ADD program also uses electronic channels to disseminate and exchange information, including electronic bulletin and its web –page ([www.add-resources.org](http://www.add-resources.org)). The program has also prepared different ADD tools and put them on the web-page, including an ADD curriculum for different actors, fact sheets, links etc. The web-page is frequently visited and there are frequent requests from countries such as Russia, South Africa etc. The ADD mid-term evaluation (2007) appreciated that the web-page was knowledge based but identified the need for better and more statistical tools.

The partner responses to this review's internet survey confirmed that FORUT contributed to the strengthening of their organizations' capacities. A great majority (from 15 to 17 out of the total of 20 partners and collaborating organizations who responded to survey) responded that the following activities were important or very important: transfer of knowledge, contribution of competent expatriate staff, promotion of the exchange of information and knowledge and supports and develops existing capacity and values. None responded that these activities were less or not important.

Some partners reported that they were able to bring in expertise related to children's participation, child labor and civil society participation to the FORUT network.

#### 4.4 FORUT's work related to monitoring and evaluation

**Detailed Reporting.** Reporting requirements vary and are according to Norad's formats and requirements for Norad funded programs. FORUT has also some specific requirements for some of its projects, like its office in Sierra Leone that reports on a monthly basis to FORUT Norway. The partners reporting requirements include the submission of the semi-annual and annual reports and their audit reports to FORUT Norway. The annual reports are used by FORUT to prepare its Norad reports.

The quality of the reports from FORUT partners and country offices are variable. Often program staff in Norway has to spend time on quality control and to improve the reports and adapt them to the NORAD format. Most of the partners and FORUT offices respect the different deadlines for the reports.

The review team found that FORUT and its partners report extensively. The reporting is often very detailed, but focuses on activities and outputs and much less on outcome and impact. This shortcoming was confirmed by NORAD, FORUT staff and some of its partners. E.g. the review team found that FORUT Sierra Leone was strong at measuring input, activities and output, and monthly tracking with monthly consolidated reports, but rather weak on outcomes and impact. There are very few projects that use gender disaggregated data and indicators.

In the partner survey, there was a mix of partners who either did use indicators, used activity or output indicators or used result based indicators. Some partners reported that FORUT verifies the capacity level and progress of partners through launching internal organizational reviews, discussions with partner organizations, review of partner reports and field visits. The partners reported that FORUT's monitoring of partners' progress was adequate.

In 2008, FORUT plans to improve its own and partners' documentation of results, including the development of good monitoring indicators. This is partly due to FORUT's future core support from NORAD which emphasizes the need to establish good systems and indicators to monitor results. FORUT also believes that an improved documentation of results can improve the visibility of FORUT and its development activities and their impact in Norway and in relevant partner countries.

**Inadequate supervision resources.** Findings from the country visit to Sierra Leone demonstrated that FORUT Norway needs more resources to enable a closer follow-up and monitoring of some of its activities, in particular if they are being implemented by weaker partners or country offices. Generally, the two country coordinators at FORUT's main office will supervise their programs and partners during a country visit at least once per year. However, the visit to Sierra Leone found that these visits had been less frequent during recent years. The findings related to the FORUT's Sierra Leone's unsatisfactory financial management and procurement procedures (see chapter 3.6 for details) and its program's need for more technical advice and collaboration from the FORUT network and local resource organizations (see Annex 7 about the findings from Sierra Leone) confirm this. The limited supervision by FORUT Norway to Sierra Leone must be seen in relation to both FORUT's inadequate number of project staff in Norway (see chapter 3.3) and to FORUT's use of a Norwegian consultant who provides administrative support to FORUT Sierra Leone.

At times, FORUT Norway has invited Board members with development or other relevant experiences to participate during country visits and to provide technical and/or administrative support. E.g. some of them have extensive work experience with FORUT in Sri Lanka.

**Decision-making.** Generally decisions are taken in interaction between FORUT and its local partners. In many cases, FORUT decides on which strategies to choose, which are often linked to NORAD's priorities. Formally, decisions on new programmes and strategies are taken by FORUT's Board and Annual Meeting. In the case of **Sierra Leone**, the decision to concentrate on schools and education was taken as a result of an ambition from Norway to expand operations in the country in the fragile post-war period. E.g. FORUT's Board approved reallocating funds within the NORAD framework agreement from other countries and partners and over to Sierra Leone. The decision to prioritize education, agriculture and health came as a result of preparatory groundwork by FORUT Sierra Leone and a Norwegian consultant. The thematic focus was in line with FORUT Sierra Leone's capacities and historical experience, and was proposed by FORUT Sierra Leone. FORUT Sierra Leone based its proposal also on extensive consultations with existing and potential rural partner communities. The priorities that filtered up from the communities coincided with what was prioritised in the country's post-war PRSP. FORUT Sri Lanka has had a decision making mechanism in which Norway, Sweden and Sri Lanka have come together every year to discuss and decide. Project planning has been prepared in accordance with FORUT's policy and signals given from Norway. In addition, FORUT Sri Lanka's operational planning has been largely decentralized to district based project offices and partners within an overall strategic framework decided by FORUT Norway and the Sri Lanka country office. The FORUT country office has in the past three years encouraged more joint planning between project offices and partners. In 2006, FORUT Sri Lanka introduced a facilitated project office and partner joint revision of the existing long-term plan combined with capacity building on project planning tools such as logical frameworks.

FORUT's strong partners such as ADIC, APSA, CWC and CWIN are all very professional and independent partner organisations that take most of the important decisions - both operational and strategic decisions - on their own. Generally their decisions are based on both intimate knowledge of

the local/community level context and on extensive consultations with people from the partner communities. Decisions are approved by the Board of each organization. Many of the strategic decisions, and some of the operational ones, also involve consultations with and sometimes approval from FORUT Norway.

**Good communication with partners.** FORUT's program staff in Norway also keeps regular – sometimes weekly – contact with many of its partners and FORUT offices by e-mail and telephone. The FORUT Sierra Leone office reported that its communication with FORUT Norway was good, frequent and very useful. All the partners that responded to the internet survey reported that they had good relationships and communications with FORUT in Norway, including:

- 13 out of 14 were satisfied or very satisfied with their day to day contact (by e-mail or telephone) with FORUT, only one was unsatisfied.
- 12 were satisfied with FORUT's field visits, one partner was not.
- 12 were satisfied with the reporting, one was not.

**Use of applied research to plan and review.** When appropriate, FORUT uses applied research to plan and review its ADD activities in a country. E.g. in Malawi SINTEF prepared a base line study and in Senegal and Sierra Leone, SINTEF and FAFO, respectively carried out surveys of alcohol and drug use. FORUT also finances research based surveys made by partners, such as some of CWIN different ADD surveys. FORUT's scientific approach is recognized and appreciated by many partners and by NORAD (see Annex 6 for more details of FORUT supported studies).

**Active use of evaluations and reviews.** FORUT evaluates its projects and programs on a regular basis. Generally, evaluations are carried out when FORUT programs and projects are being completed. FORUT also commissions mid-term evaluations, such as of the ADD program and of FORUT's partner APSA.

The review found that FORUT has a very active and positive attitude towards evaluations and reviews and tries to use them as learning tools for itself and its partners. This attitude is demonstrated by three examples: (i) FORUT's purpose of carrying out a mid-term evaluation of APSA was that the findings could provide useful supplementary information for discussions of a new partnership agreement. It was also hoped that the evaluation would be a useful tool for APSA internally, with an impact assessment as a valuable input in their project planning for the years to come, and that the evaluation could provide inputs for learning and for further development of the organization and for FORUT; (ii) The ADD team in Oslo appears to actively monitor the program's progress in following up the recommendations of the ADD program's mid-term evaluation from 2006; and (iii) FORUT Sri Lanka compiled the findings of different recent project evaluations in the country and prepared a lessons learned document which discussed the different issues.

**Significant participation of partners and end users in planning and in M/E:** In Sierra Leone, some of the target groups at community level participate with project staff in annual assessments of project activities. Community representatives monitor some of the project activities, such as the farmers' yields after they have benefited from rice seeds from FORUT Sierra Leone. Several partners, such as CWIN, APSA and CWC focus on children and local community members participate in and often even take the lead role in project planning, execution and evaluations (see chapter 5 related to the partners' achievements).

Following are the partners responses with regard to their participation (with or without FORUT) in the different stages of FORUT's project cycle:

- *FORUT's planning process*, nine out of 16 stated that they were involved on equal terms with FORUT, one partner made all decisions itself and another stated that FORUT did all
- *decision making related to FORUT's overall strategy*, six out of 16 respondents were not involved, five on equal terms with FORUT and two stated that FORUT made all decisions



- *decision making and planning related to FORUT's ADD program*: six were involved on equal terms with FORUT, three were somewhat involved, and five were not at all involved (some of the partners were very new partners, such as in Malawi)
- *Monitoring and evaluation*, eight were involved on equal terms, one was somewhat involved, five not at all and two partners made their own decisions related to M/E.
- *Information and knowledge activities*, 12 stated that they participated on equal terms with FORUT, two somewhat and two did not participate.

## 4.5 Coherence between strategies, action levels and partners

### **FORUT's thematic areas and approaches are relevant**

FORUT's support to its different thematic areas, from community development, children and rights, ADD and emergency relief and peace and reconciliation is very relevant. The priority areas are relevant both when considering the needs of the different target groups and target communities – that in most cases have been involved in identifying these needs during participatory appraisal by FORUT partners or FORUT offices. They are also in accordance with the priorities of the respective partner countries' PRSPs and Development priorities as well as the priorities of the Norwegian development assistance. The themes' relevance is also confirmed by various project, program and partner evaluations.

This review found that FORUT's support to community rehabilitation activities targeting rural communities in Sierra Leone was very relevant, in particular when considering the country's recent brutal civil war and its ranking as the country with the lowest ranking of all the 177 countries on UNDP's Human Development Index. The program's provision of seeds and agricultural tools was relevant in the country's post conflict context. This was confirmed by representatives of FAO and UNDP in Freetown. Many of the other program activities are also relevant, such as its focus on primary education (adult illiteracy rate is 65 percent), health education and training (maternal mortality is 1,300 per 100,000 live births, under five-child mortality (per 1,000) is 267, and only about 20 percent of infants are being breastfed) and provision of safe water (43 percent of the population do not have access to an improved water source). See Annex 7 for more findings related to the FORUT Sierra Leone and its community rehabilitation program.

FORUT's partner strategy of building, strengthening and working with strong local civil society partners is very relevant. The partner strategy's relevance – and effectiveness - is demonstrated by the partner achievements. FORUT's and its ADD program's three level approach (local, national and international level) is also relevant. FORUT emphasizes the need to carry out good quality work at local community level to give FORUT and its partners credibility and to facilitate FORUT and partners' advocacy work at national level, and when appropriate at international level. The effectiveness of this approach is also illustrated by the partners' achievements which are discussed in chapter 5.

### **Imbalance between FORUT's organizational capacities and workload**

Besides FORUT's important ADD involvement, FORUT is currently involved in a whole range of thematic areas and approaches that stretch from service delivery and relief work at local community level to advocacy and rights based work at local, national and international levels. FORUT also supports work in both rural and urban areas. This important range of work requires significant administrative and technical capacities for a relatively small NGO as FORUT. Although FORUT and its partners seem to generally manage their projects and programs well with often good results in many thematic areas, it appears that the capacities of FORUT's main office in Norway are now

overstretched. Several of FORUT's staff in Norway also mentioned that FORUT's current organizational capacities in relation to its activity level is a major challenge and that it makes the organization vulnerable to change.

Currently FORUT supports many thematic areas. Some of the themes such as community development cover a wide range of rather different activities like construction of schools and health facilities, health education, agricultural development (e.g. provision of seeds, tools, and agricultural extension), micro-finance, training of CBOs, skills training etc. FORUT's support to such themes requires that the implementing partners or the implementing FORUT offices have the necessary technical expertise. They also require adequate supervision resources and expertise from FORUT in Norway.

It appears FORUT's strong partners in India and Nepal who are child rights organizations have the required expertise and manpower to implement their FORUT supported programs. They might even have the capacities to implement more if funds were available. FORUT Sri Lanka with its many staff and district offices is also assumed, by FORUT Norway, to have relatively adequate expertise and manpower.

The visit to FORUT Sierra Leone's community rehabilitation project demonstrated that the project staff were competent and experienced, in particular in agricultural development. Moreover, they have over time gained a relatively good grasp of the many other project components such as health and education. They have also been able to make the often difficult transfer from emergency relief work, which FORUT Sierra Leone provided during the war, to community rehabilitation with focus on community participation and self reliance. However, the FORUT staff in Sierra Leone works to a certain degree in isolation and receives very limited technical program support from FORUT Norway. Apart from collaborating with the generally weak local technical staff of different ministries (agriculture, health and education), FORUT Sierra Leone does not collaborate with other development actors in the country. The current Sierra Leone program would benefit from getting technical advice related to e.g. the program's educational and training activities targeting CBOs (organizational strengthening), children and mothers (health education and training), and youth (skills training) as well as to the program's different construction activities and subsequent maintenance needs (health centers, schools, drying floors, community centers etc).

In relation to FORUT's future core support from NORAD, the organization has to reduce the number of thematic areas it is involved in. Currently, FORUT leans towards the following four program areas: (i) Crisis response and recovery, (ii) ADD, (iii) Child rights and (iv) Gender equality and women's rights. However, it is believed that FORUT Norway has inadequate organizational capacities, in particular considering its very few project staff, to properly manage four thematic areas. At least the organization will be very vulnerable to changes such as of staff or program support.

FORUT's current plan to increase its child rights focus in all partner countries, including advocacy work will have important consequences for among others FORUT Sierra Leone that does not have staff with experiences in advocacy work and rights based approaches. If there will be no major changes in FORUT Sierra Leone (see the discussion below on FORUT's lack of partner in Sierra Leone), the staff requires even more technical advice and input from FORUT's head office, and, if possible, from relevant FORUT partners.

### **FORUT'S partner strategy is effective but not adopted in all partner countries**

FORUT's partner strategy is effective. As a relatively small NGO, FORUT can have a greater development effect and impact when working through strong and professional partners instead of implementing itself. On the other hand, as chapter 4.2 demonstrates, FORUT has not adopted its

partner strategy in all countries. In Nepal and India, FORUT works through strong partners. In Malawi, FORUT collaborates with a Norwegian NGO partner and builds up ADD partners and ADD networks through NCA's network. In Sri Lanka, FORUT Sri Lanka implements several of FORUT's projects. In Sierra Leone, FORUT has phased out its collaboration with its national NGO partner and FORUT Sierra Leone implements its community program directly.

In Sri Lanka, FORUT Sri Lanka is a significant relief and development actor<sup>6</sup> and has a relatively important organization in terms of size and geographical location. FORUT is the only Norwegian organization that has local offices in the north. Consequently the Norwegian MFA, which is interested in supporting strong implementing organizations in the north, has allocated funds to FORUT's emergency relief work in the conflict areas.

Most of FORUT Sri Lanka's activities in the south are long term development projects supported by NORAD. Here the local partners are often small semi-professional organizations. Apart from the advocacy work carried out by ADIC, FORUT supported advocacy work related to human rights is rather recent and is difficult to carry out on a larger scale within the present political context of the country and the at times politically turbulent situation in the south. In the future, FORUT Sri Lanka plans to narrow its thematic areas. In addition, FORUT Sri Lanka is currently in the process of assessing its partners' capacities in order to identify the most effective strategies to continue its development work, particularly in the non-conflict-affected areas.

In Sierra Leone, FORUT phased out its collaboration with its weak national IOGT partner in 2006. This was recommended by the 2006 ADD midterm review. The same review also suggested to scale down FORUT's ADD involvement in the country as FAFO's survey had found that alcohol and drug use in the rural areas covered by FORUT was minimal.

FORUT Sierra Leone implements its rural community rehabilitation program directly. FORUT has had local staff since 1994 and all staff worked on FORUT's emergency relief projects throughout most of the civil war<sup>7</sup>. FORUT decided not to phase out its support to Sierra Leone, as it had with The Gambia and Senegal, as the country had just come out from war and was the lowest ranking country on UNDP's development index. In 2007/2008, Sierra Leone was again ranked as number 177 of the country with the lowest human development index (for more country indicators, see the discussion on relevance above).

After FORUT stopped its support to IOGT Sierra Leone, FORUT has not worked with new local partners or identified new partners that can be involved in its future program in the country. Several of the organizations the review team met with in Sierra Leone indicated that although there are very few local NGOs that operate at a national level in the country, there are some local NGOs that work at district level and regional levels. Some of these cover and work in several districts. There should be potentials for FORUT to strengthen one or more of such NGOs and to let them – over time - become partners in FORUT's future support to Sierra Leone. However, FORUT Sierra Leone has no experience in identifying and building the capacities of local potential partners. Consequently this is another task that has to be added to FORUT Norway that already has stretched its capacities to a maximum.

Concerning advocacy work in Sierra Leone, the review team met with the Network Movement for Justice and Development (NMJD), a local NGO that works on several programs in five districts, including governance and accountability, youth empowerment, peace and security. NMJD appeared

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<sup>6</sup> E.g. in Sri Lanka, FORUT is a member of the Inter-Agency Standing Committee (IASC) together with all the main UN organizations and international NGOs involved in humanitarian assistance. FORUT is also one of the founding members of the Consortium for Humanitarian Agencies (CHA).

<sup>7</sup> Apart from a period when the staff was evacuated to The Gambia and worked on FORUT projects there together with FORUT's local partners IOGT Gambia

to have a good grasp of advocacy approaches and work, although rather limited experiences on working with children and child rights, except for in the mining sector, and could provide advice and input to FORUT's future work in the country<sup>8</sup>.

## **The future scope and geographical focus of FORUT's ADD work**

FORUT with its ADD program is perceived as being one of the leading professional anti-alcohol and anti-drug NGOs worldwide. Besides FORUT's important ADD-related work at the international level (with GAPA, lobbying vis-à-vis WHO, IAPA, APA, etc.), FORUT's ADD program is also carrying out important work at national and local levels through FORUT partners in India, Nepal, Sri Lanka and Malawi (see chapter 5 that presents ADD related achievements). Previously the program was also involved in West Africa through its IOGT partners. The ADD work in Sierra Leone is minimal and limited to some ADD awareness activities in the communities where FORUT Sierra Leone operates.

FORUT's recent work in Malawi in strengthening relevant local NGOs and integrating ADD into their work appears to have been successful. The success was partly due to FORUT's focus on establishing contacts and links with other organizations and existing structures (see BOX 1 for more success factors). In Malawi, FORUT has a Norwegian collaborating partner NCA, and works through NCA's NGO network in the country.

It appears that NORAD appreciates FORUT's Malawi approach and would like to investigate how FORUT can replicate this approach in collaboration with relevant Norwegian NGOs in NORAD's main partner countries in Africa. In these countries, the socio-economic consequences of alcohol use are often considerable. FORUT ADD tries to advocate for the integration of ADD into the development program by other Norwegian actors, e.g. by organizing a national ADD conference in Oslo that target Norwegian actors. In 2008, the conference's theme was on "The roles of men, HIV/AIDS and intoxication"<sup>9</sup>. The conference was fully booked and several NORAD staff participated. However, similar to FORUT's main office, the workload of the current ADD program is huge and its highly dedicated staff seem to have stretched their capacities to a maximum. Consequently, the ADD program has to get more resources to be able to work more on ADD issues with other Norwegian development actors in new partner countries in Africa.

## **4.6 Cost-effective use of funds**

This chapter discusses whether costs of FORUT's activities are reasonable related to the effects made. As it is not technically possible to quantify cost-effectiveness as effects are generally not being measured, below are only key aspects related to FORUT's cost effectiveness being discussed and a cost-effectiveness assessment has been made from the existing, but imperfect, information.

It is not possible to measure effects in most cases as there are weaknesses in terms of indicators, both in terms of concept as well as valuations. E.g. a potential breakthrough of ADD's work at the international level, such as with WHO, is one example of a result that is hard to measure. Firstly, because it may be difficult to measure FORUT's exact added value (even though it is clear that FORUT with its ADD program and considerable support to GAPA play a key role) as it is an international process and secondly, to put a value of the success. The partner responses in the internet survey indicate that FORUT can make a significant contribution to a potential breakthrough. It is also believed that a successful WHO result will have positive impact globally, then making the cost-effectiveness extremely high, at almost any cost. From this, it is believed that FORUT's support to international ADD processes is very cost-effective.

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<sup>8</sup> In 2007, NMJD staff provided training to staff of FORUT Sierra Leone in Participatory Rural Appraisal (PRA)

<sup>9</sup> "Mannsroller, HIV/AIDS og rus"

Small organizations must be expected to have somewhat higher administration cost per staff than larger organizations, as a minimum overhead for having an organization has to be carried by fewer staff. FORUT is definitely a small organization where very few staff is involved in a number of duties. E.g. the director of the project department is also the country coordinator for Sri Lanka and Sierra Leone.

FORUT did not get the necessary funds from Norad to finance an expatriate staff working with FORUT Sierra Leone, which was FORUT's initial idea after the war. Consequently, FORUT adopted a backup solution with a Norwegian consultant who provided administrative support to FORUT Sierra Leone during two missions per year. The consultant, who had recently retired offered his services to FORUT practically for free – which was a very cost effective solution. This arrangement resulted in improvement in several of FORUT Sierra Leone's administrative routines. However, in hindsight, and as the findings from the country team demonstrate, this was not adequate. FORUT's program and office in Sierra Leone is in great need of increased supervision and monitoring from FORUT Norway. However, FORUT Norway has too few project staff, and stretching the existing and very hard working staff will not solve the challenges ahead.

In some projects there appears to be some economy of scale (related to spending). It is believed that many of FORUT's partners can receive more funds and scale up existing FORUT supported projects without increasing the administrative costs of FORUT Norway with regard to technical follow-up and administration. This might be the case for FORUT's partners in India and Nepal.

There appears to be no or limited economy of scale in relation to the rather staff intensive projects like the ADD program. We do believe that if more effect is wanted in these projects, e.g. to replicate FORUT's Malawi program to neighboring countries, a proportional increase in administrative costs will be necessary.

Cost-effectiveness is often related to administration costs and overhead costs. Expenditures, for example related to administration and technical backstopping, are not harmonized standards but are often open for interpretation. Therefore, the costs-effectiveness may be a result of how the organization is doing its accounts rather than telling about the actual cost-effectiveness of the organization and its programs per se. Even though this review has not been able to study and control this in detail, it appears that the FORUT accounting is very conservative – and sober... - and that FORUT do not in an undue manner play with the numbers to optimize benefits and to get more funds for its administration and technical backstopping from Norad.

Given that the administrative costs as a percentage of project costs (for a wide range of administrative work including projects) are less than 10% (for details, see table 2 in chapter 3.2), and that there are very few staff available to do the work, we believe that FORUT has low – and even too low - administrative costs related to its wide range of activities. No further reduction in administration and project support is advised even if cost reduction initiatives are carried out. Instead, additional funds for administration (including technical backstopping) should be mobilized to strengthen the organization's development work, to strengthen FORUT Norway's role as a quality assurer to its important project and partner work and to mitigate risks.

Currently FORUT's possibilities to increase its income, or reduce its administrative costs, seem rather limited. This was discussed with FORUT that proposed the following options to increase income/funds: (i) Growth in existing projects; (ii) mobilize new funding sources, such as EU. FORUT almost succeeded EU-funds for its new project in Nepal, but EU could not finance FORUT's project as EU already supported other NGO projects in the same area; (iii) More campaign funds, FORUT has several ideas but this was regarded as difficult to achieve as this is already on the top of the agenda of FORUT.

Suggestions to rationalize FORUT's management of its project/international work, included: (i) to "share" experts with other NGO's. E.g. another Norwegian NGO, the Development Fund

(Utviklingsfondet) has a representative in Nepal and will provide technical backstopping of FORUT's new Nepal project. (ii) Thematic focusing which is a work that FORUT is actually working on; (iii) Improve reporting competencies with partners; and (iv) increased South-South collaboration and that FORUT's partners can provide e.g. technical backstopping to other partners or projects within the FORUT network. FORUT has tried but has not yet been successful in finding more funds for such an important and often cost-effective approach.

FORUT is a very ambitious, dynamic and professional organization with very hard working, dedicated and professional staff. As chapter 5 demonstrates, FORUT is also a learning organization that regularly modifies and adapts its approaches on the basis of new good practices and project and partner experiences. This is a healthy characteristic as e.g. static NGOs will soon be irrelevant and left behind in a constantly changing development arena. Therefore FORUT should be provided adequate resources to continue and to improve its good work – in Norway and abroad and at community, national and international levels.

## 5. RESULTS ACHIEVED

### 5.1 FORUT - a learning organization

**FORUT is very much a learning organization.** As chapter 4.2 found, FORUT provides important support to build its staff's and partners' capacities, through partners' individual training activities, FORUT's annual partner meetings and ADD conferences, learning exchange between partners and FORUT, and the recent partner self-assessments of training needs. Chapter 4.3 also found that FORUT often uses evaluations and reviews actively and as learning tools for itself and its partners.

**Learning is at the heart of FORUT's ADD program** which focus is to strengthen partners' ADD knowledge and to build partners' capacities in alcohol and drug prevention activities at local and at national levels. FORUT and its ADD partners use applied research extensively to obtain base line data and to have surveys of drug and alcohol use in partner countries and among target groups (see Annex 6 that has a list with ADD related surveys).

**APSA demonstrates FORUT's vision of a learning organization.** The many and very positive findings of the 2007 partner evaluation of APSA confirm that APSA is a learning organization: "APSA demonstrates that it is a learning organization, consistently and flexibly applying action-oriented learning from the field in monitoring, evaluation and redesign of policy and practice at different institutional levels. By following a participative and democratic tradition, APSA opens up for transparent and open communication in decision processes among involved stakeholders". Furthermore: "The experiences and lessons learned from APSA should be interesting for a wider audience of stakeholders and development actors due to the socio-economic context. APSA demonstrates that it is affordable to combine top-down, policy driven and bottom-up, and people-oriented development action for the poor".

APSA's action-oriented learning from the field "seeks to bring together action and reflection, theory and practice in participation with beneficiaries and stakeholders in the pursuit of practical solution to issues of pressing concern for the poor people. A primary purpose of APSA is to produce practical knowledge, useful to these people in their daily life by creating new forms of understanding that may mobilize them to intervene. APSA staff members and field workers are involved in the process of questioning, exploring, documenting and supporting actions contributing to change". Annex 8 provides the conceptual, strategic and strategic strengths identified by the evaluation when examining APSA as a learning organization

Box 1 below provides some of APSA's success factors for being a learning organization. Chapter 5.2 below provides information about APSA's project achievements.

**Box: APSA – a learning organization - success factors:**

- APSA has a small but very effective organization that is able to achieve tremendous results, from local to state and national levels, from advocacy on child rights, rights of slum communities to service delivery (but only to fill the gap)
- Participatory and flexible planning – easily modifies its goals and objectives
- Carries out good research – often detailed analysis
- Clarity of vision, mission and goals to all stakeholders
- Mission and value diverse
- High awareness of the environment
- Choosy of partnerships
- Team work – make time and space for discussion
- Actively manages political risks
- Acknowledgement of APSA's contributions
- Recognized by the politicians
- Use an integrated approach to meet the needs of urban poor
- Tremendous credibility and networking skills
- Receptiveness to new ideas and skills and excellent internal learning.

**Partner responses.** FORUT's learning and training focus was also emphasized by FORUT partners and staff in the internet survey. The partner responses to this review's internet survey also confirmed that FORUT is a learning organization:

- 11 responded that they were satisfied or very satisfied with how FORUT carries out its capacity development activities (only one was not satisfied);
- 10 were satisfied with what they learnt from the activity, one was not; and 10 used what they had learnt in their work.
- 12 responded that they were satisfied with how FORUT supports and develops existing capacity.
- 11 partners stated that they use what they learnt from FORUT in their work
- 11 strongly agreed that they their capacities had been increased because of FORUT.

## **5.2 Results at the level of partners, programs and Civil Society**

FORUT's support in terms of its capacity building efforts to partners and at times other development actors has resulted in many and often important achievements both at partner and project and program levels. The achievements listed below are from the partner responses, project and impact evaluations and results reports from partners. The achievements mentioned here do not give a comprehensive overview of results.

**FORUT's long term support to its main advocacy partners working on children rights** and marginalized communities has helped the organizations to reach a large community in need and often also strengthened the partner's capacities in influencing and even changing policies at state or national levels. Furthermore, the exchange of partner experiences within the FORUT network has made the different partners' experiences related to approaches, strategies, projects etc. also available for other partners and development actors.

**APSA's significant achievements.** As FORUT has been the longest standing financial contributor of APSA (for more than 23 years) and has generally contributed the most, some of APSA's achievements at local, state and national levels should also be attributed to FORUT's long term and substantial support. APSA has gained important credibility in advocating for the rights of children due to the high quality of APSA's work in providing services for children, of which many of their child and community projects are supported by FORUT. Following are some of the achievements identified by the 2007 evaluation of APSA:

- Domestic work has been declared as a hazardous sector and the domestic girl-child labor issue has been brought onto the government's agenda in large part due to APSA's advocacy on the child labor issue in Bangalore and Hyderabad through the Campaign Against Child Labor's demonstration's, lobbying and negotiations. APSA was also a prominent advocate for the constitutional amendment related to the fundamental rights to education of all children. APSA plays a leading and authoritative role in these advocacy initiatives.
- APSA's influence on child rights issues can be seen in the number, breadth and authority of the committees of which it is a members, it is represented in various national level committees related to child level, child line, improvement of government institutional homes, to develop protocols for children in crisis, at the state level on advising on provision for child labor issues.
- As indicator of recognition by the state level, APSA has won two "Children Friend" award from the state government, one for the work carried out during its cenvensorship of CACL and one for its own work.
- APSA is currently the covenor of the NGO forum for street and working children, which consists of 23 Bangalore based NGOs.
- APSA's child line is a model for other Childlines around the country and APSA is a member if the Childline India Foundation Task Force
- As also an issue-based advocacy organization, APSA has contributed to a variety of campaigns, including those against anti-poor amendments to the slum act, water privatization, public-private land sharing and recent legislation promoting micro-finance institutions in the place of national banks. APSA campaigns on these issues as an organization together with a variety of other organizations, mass movements, and CBOs. Through its many projects, it can raise awareness and bring demonstrations to the notice of thousands of people across the city, a mobilization capacity matched by few other organizations.
- In partnership with slum communities, APSA works for the rights of slum communities. The Slum Outreach Project in Bangalore and Hyderabad, which are funded by FORUT, works in a total of 100 slums plus with crisis management work in approximately 25 more. When the projects have helped the residents realize their basic rights and access their amenities, the project stops regular work in the slum, which will by then have formed a functioning CBO, comprised of community members, to take APSA's place.
- **ADD:** APSA has integrated de-addiction camps for children in their work with street children and is addressing alcohol and drug use in the context of economic security of the family by promoting savings and micro-credit and the establishment of micro-businesses by women. APSA is also actively taking part in the development of the Indian Alcohol Policy Alliance (see national level below).

**The Concerned for Working Children's (CWC) achievements:** According to CWC, with FORUT's support the organization has been able to develop and fine-tune its comprehensive rural development programs, CWC's professional training center Namma Bhoomi, its work with migrant communities and work with children and governance. All of these project and program have today national and international acclaim as they have widened the scope of children's participation and decentralization. E.g. :

- CWC was the convenor of a state wide campaign again a proposed amendment to suppress and violate the rights of the local self help governments (Gram Panchayats) in the state of Karnataka.



The campaign was successful in creating an extensive lobby against the amendment and the state governor had to return the bill to the legislative assembly to reconsider it as it violated the Constitution of India.

- CWC's started piloting for the children's participation in governance by piloting children's councils (Makkala Panchayat) in 1995. The first children's councils were set up in 2002. By 2007, all the Panchayats (an area with 2.8 million children) across the state of Karnataka have now children's councils. CWC has also developed Handbook and a training module to facilitate all adult stakeholders responsible to conduct the special children's councils. Moreover, CWC has developed a handbook designed for children to enable them to use the children's councils effectively. Both handbooks are being used in the different panchayats. The different children's councils have also articulated their demands effectively before their local governments who have reported back on status etc. Children's abilities to identify their own problems and to present their issues have been recognized and respected in the Panchayats. Through their participation in governance, children have successfully influenced their local governments to respond to their problems, including improved access to potable water, repair of access roads, school buildings, street lights and construction of foot bridges. The UNDP together with the National Planning Commission filmed CWC's involvement with some of the children's councils and used it as an example of Positive Human Development Index for the Country
- *ADD*: CWC's ADD program provided children and other stakeholders venues to discuss alcohol and drug issues openly with others. All the 56 children's councils have identified and raised the issue of alcohol abuse in their area, and this has been brought up to the state government.
- *Organizational achievements* attributed by CWC to FORUT's support include programs related to civil society participation, a process towards the development of gender policy and external evaluation that facilitated deep reflection, restructuring and strategizing within the organization
- CWC's capacity building unit, Dhruva has provided consultancy and training for the Government of Netherlands, Government of Zambia and the Government of Mongolia who have been initiated to include children's participation in their governance structures at different levels. CWC has also built the capacities of international agencies such as the UNICEF, Save the Children Alliance, PLAN International, World Vision International, KNH – Germany, Christian Children's Fund (CCF), Tear Fund – UK etc. in over 15 countries in the area of children's participation.

**Child Workers in Nepal Concerned Centre (CWIN) achievements:** Through CWIN's involvement in advocacy work, awareness and service delivery related to child rights, the organization has been able to influence decision and policy makers at national level, such as the incorporation of girls issues in the mainstreaming of development programs and policies (National Plan for girl education, revision of a anti-trafficking law and declaration of a National anti-Trafficking Day, organization of awareness activities by the Government, the change of many discriminatory laws, etc. Advocacy from CWIN's Balika program succeeded in integrating girls' issues not only in policies but also into women's movement and civil society activism in Nepal. CWIN has also been able to empower adolescent girls at risk through its adolescent education program which has brought about changes in the lives of thousands of girls living in urban poor areas in Nepal. The formation of the National Working Girl's Forum has been able to bring attention of stakeholders to their issues. CWIN Balika was also able to take a challenging job of providing emergency support, shelter and reintegration of girls affected by the armed conflict, including former girl child soldiers.

*ADD*: CWIN has integrated alcohol and drugs issues in all its action programs. The organization has also focused ADD interventions and has created a pressure group with like-minded organizations. This has resulted in that Government of Nepal has ratified a Framework Convention of Tobacco Control and has prepared an act to enforce the Convention. CWIN is working continuously with Government to include children's issues in the Act. CWIN is also addressing HIV/AIDS among street youths through a Peer Support Program and deals with ex drug users, drug users and HIV-infected children and youth on the street. CWIN has published A Training Manual on 'Tobacco, Alcohol and

Drugs' which gives a clear contextual picture of tobacco, alcohol and drugs in Nepal. It is reader friendly and has definitions of related matters; their effects; methods of prevention and cure, etc. CWIN pioneered national research on alcohol, tobacco and drugs in Nepal and with its results CWIN could establish these issues as one of priority agenda in the child rights field. CWIN even managed to integrate ADD issues into its work in conflict affected districts. This has proved to be a successful entry point for gaining wider acceptance for CWIN's work on conflict and children.

**FORUT Sierra Leone** provides some organizational and management training to micro-finance groups, to community based organizations and to school management committees. The review team found that in order to have a more substantial impact, these training activities should be strengthened and improved in terms of e.g. training materials and training modules, themes and time spent on these activities. The impact of the program's training and education activities related to health and agriculture that are provided by local staff of the Ministries of Agriculture and Health are also questionable as the local government staff are weak and with little training in teaching and IEC methods. FORUT Sierra Leone does not have any staff with specific competencies in IEC, organizational training and the building of local rural organizations. Consequently, it would be worthwhile for the organization to get support from professionals in this field, either within the FORUT network or from local resource persons or organizations in Sierra Leone.

**Achievements of the FONT project in Sri Lanka:** The FORUT-NTNU collaborative project built capacities of FORUT staff and some local partners and development actors in Sri Lanka to improve post-crisis recovery initiatives. Achievements include:

- A three day FONT international workshop on post-crisis housing reconstruction (March 2005) with an emphasis on Sri Lanka and the Tsunami was attended by government representatives, relevant UN agencies, NGOs, the Red Cross and researchers. According to FORUT, a large number of the participating agencies have tried to incorporate this learning into their practice. The success of the workshop highlighted the importance of the timing and finding appropriate methodologies for knowledge transfer.
- The FONT project's various methodologies and mix of these, such as joint planning between FORUT staff, researchers and tsunami affected communities, technical knowledge transfers, workshops and study trips etc. led to a number of innovations in the practitioners-researchers relationship and helped improve FORUT's performance. The Real Time Research (RTR) was a monitoring tool where a FONT and NTNU team regularly monitored FORUT's post-tsunami interventions in several locations and provided critical feedback on practices and processes. The RTR was an important monitoring tool that enabled FORUT to adjust its practices and improve its work performance and ultimately its work results.

**FORUT Sri Lanka's support to local partners and CBOs:** In Sri Lanka, FORUT works with self help groups (of 5- 10 members), CBOs at village level and partner organizations (federations of several CBOs from different villages). The findings of different evaluations, including the 2004 impact evaluation of FORUT' work in strengthening Civil Society in Sri Lanka, comprise:

*Strengthening of Civil Society:* According to the NIBR study, FORUT's efforts represented an effort to strengthen civil society in rural areas from a grass root perspective by initiating; empowering and strengthening local organizations through a community development approach, such as: The self help groups contributed to increased interaction and a feeling of unity among the members. The relationships were useful to manage effectively the savings and credit programs in the villages. FORUT's interventions led to a strengthening of village or community based organizations. In the conflict-affected areas, CBOs provide for people to come together, rebuild relationships and regain mutual trust and confidence. There are fewer organizations in the conflict-affected areas, hence, the potential for foreign based NGOs to make a contribution towards rebuilding lives and organizations were significant.

*Capacity building:* The NIBR study found that FORUT provided inadequate resources for the training activities to build awareness and the capacities of CBO members and their leaders. Also the focus and demand for service delivery from both the local communities and the government resulted in less attention, focus and resources provided to strengthen the social mobilization and advocacy roles of civil society organizations. However, FORUT has been, though not partner-wide, experimenting with developing more rights-based partners at the local level (i.e. related to child and women's rights)

*Poverty reduction:* FORUT and its partners, through its community development and social mobilization work have been able to reach poor, remote and marginalized communities. Member of the FORUT network see FORUT's contribution primarily in terms of provided them with access to resources that are provided by FORUT and not to be able to choose between different providers (for skills, education, loans, services, etc.) outside the FORUT network. However, a number of FORUT's strategic partners have received funds and accessed services (with and without FORUT's support) throughout the current program period from various donor agencies, including UNDP, WODEPT from Geneva Global, CSF from Strømme Foundation, etc.

*Democratization and good governance:* FORUT's most successful partner organizations have procedures in place that reflect democratic values. The CBOs have not contributed to fundamental changes in the relationship between village communities and local governance institutions. By working closely with state institutions, FORUT and its partners have contributed to the improved coverage in the provision of services and the adoption of new practices by state institutions. In this three way relationship, under-funded government agencies provide technical expertise, FORUT provides the funding and FORUT partners conduct needs assessments and mobilize people for participation in community development project. In terms of national policy advocacy, FORUT has played a role through its participation in the Consortium for Humanitarian Agencies and has been a partner to advocacy processes on behalf of the war-affected population. FORUT was also active in the London-based NGO forum on Sri-Lanka that was involved in advocacy on human rights issues. Through its support to ADIC, FORUT has contributed to the public debate on alcohol and drug related issues.

**ADD Sri Lanka:** The alcohol and drug component is integrated in all FORUT projects in the country. In 2007 a restructuring of the work on Alcohol, Drugs and Development FORUT Sri Lanka increased its human capacity in this field, giving it more prominence and developing better methods for intervention. Among the new approaches was the use of the National Authority on Tobacco and Alcohol act both as a rallying point its implementation and as an instrument for addressing alcohol problems at the local level.

*Achievements at community level:*

- Some project areas report visible reduction in alcohol consumption by the community due to awareness programs conducted.
- Some ensured economic security of the women & children of families affected due to presence of alcohol consumers in their families by providing grants to start income generation activities.
- People have been educated on the benefits of the National Authority on Tobacco and Alcohol act and sought support for its effective implementation and adherence by all stakeholders by conducting signature and poster campaigns.
- Awareness programmes were conducted in villages, schools and public places in most of the project areas reaching several thousand people. Increased participation of youth groups in alcohol prevention activities.
- Gender issue exercise helps the partners to improve their capacity to respond to issues connected with gender equality in their work. This intervention is expected to improve the

condition of women in the project areas and thus it will contribute to the improvement of living condition of the target population.

*Achievements at national level:*

- FORUT Sri Lanka has integrated a new methodology in to its ADD programme plan, experimenting with a “behavioural change” approach to alcohol and drug use in communities.
- FORUT Sri Lanka has been instrumental in raising the ADD issue with regard to gender based violence, child rights and crisis related trauma. As a result a cross section of institutions including NGO networks such as the Estate Network, the National Psycho-Social FORUT and Federation of Non-Governmental Organisations against Drug Abuse have received ADD training.

## 6. CONCLUSIONS AND RECOMMENDATIONS

### 6.1 Main findings and recommendations

The findings of this review demonstrate that FORUT is an organization that provides effective aid, including that:

- FORUT uses its funds from Norad and other sources cost-effectively, as discussed in chapter 4.6.
- FORUT’s thematic areas (health, education, ADD, skills development, micro-finance, skills training etc.), are relevant for the end users that are often poor and vulnerable children, youth and women.
- FORUT’s priority support areas are also in accordance with the respective countries’ development priorities and PRSPs as well as Norwegian development priorities, as found in chapter 4.5.
- FORUT is a small development organization. However, its partner strategy of supporting and working through strong professional local partners is an effective tool for having a greater development impact than being a self-implementing agency. The partners’ substantial achievements (as discussed in chapter 5), including that of the ADD program demonstrate FORUT’s ability to achieve its development goals.

In Norway, FORUT has a very small, but stable, flexible and effective organization. FORUT’s very few project staff are professional, dedicated and hard working. However, their capacities are currently stretched to the limit. FORUT Norway’s very limited number of project staff makes the organization vulnerable to future changes, such as changes in program support and staff. Moreover, the findings from the country visit to Sierra Leone demonstrate that FORUT Norway needs to provide more quality assurance and technical backstopping to some of its projects. FORUT’s workload will also increase when it plans to have an increased child rights and partner focus in the future. Currently, FORUT Norway’s organizational capacities seem inadequate to meet these challenges. To date, FORUT has been very modest in requesting funds for its project administration in Norway, including funds for quality assurance and technical backstopping.

2. *With the aim of making FORUT’s good work even better, FORUT should look for possibilities to increase the number of staff to an acceptable level, in particular that of its project department, including the ADD program. This would allow FORUT Norway to follow-up its program more*

*closely and to provide quality assurance and technical and administrative backstopping when necessary to projects and partners abroad. It is believed that so far, FORUT has not taken advantage of the (unintended) flexibility in NORAD's classifications of administration, project follow-up (technical backstopping) and direct project costs.*

## **6.2 Other findings and recommendations**

### **FORUT is a learning organization**

As discussed in chapters 4 and 5, FORUT is a learning organization. The organization provides important support to build its own staff's and partners' capacities, through individual training activities, FORUT's annual partner meetings and ADD conferences, learning exchange between partners and FORUT, and the recent partner self-assessments of training needs. Moreover, FORUT often uses evaluations and reviews actively and as learning tools for itself and its partners. Learning is at the heart of FORUT's ADD program which focus is to strengthen partners' ADD knowledge and to build partners' capacities in alcohol and drug prevention activities at local, national levels and international levels. FORUT and its ADD partners use applied research extensively to obtain base line data and to have surveys of drug and alcohol use in partner countries and among target groups.

### **Imbalance between FORUT's organizational capacities and the number of thematic areas**

As discussed in chapter 4.5, there is an imbalance between FORUT's organizational capacities and its workload. Currently FORUT supports many thematic areas; some of them are labor intensive with often multi-sector and multi-level approaches. FORUT's support to such themes requires that the implementing partners or the implementing FORUT offices have the required technical expertise. The country visit to FORUT Sierra Leone illustrates FORUT Norway's need to provide more quality assurance and technical backstopping, including administrative aspects, and that currently FORUT does not have enough staff to provide this in an adequate manner.

7. *FORUT should try to strike a better balance between its involvement in thematic areas and its organizational capacities. This could be done by:*
  - a. *reducing its number of thematic areas, and/or*
  - b. *increasing its work through strong and professional partners in all countries*
  - c. *increasing the number of project staff at FORUT Norway's office*
  - d. *investigating funding possibilities to intensify professional learning experiences between FORUT partners and projects. This should include partner exchange visits and partner visits to e.g. Sierra Leone, where FORUT does not have a partners and where FORUT Sierra Leone has limited experiences in rights based approaches and advocacy work.*

### **FORUT's partner strategy is not adopted in all partner countries**

Chapters 4.2 and 4.5 found that FORUT's partner strategy is effective but not adopted in all its partner countries: In India and Nepal, FORUT only works through its strong professional partners. FORUT Sri Lanka has adopted different approaches. They comprise self implementation, project execution through development NGOs, and long term support to its ADD partner ADIC and to semi-professional organizations - which have yet to become FORUT partners - and support to specialized institutions and voluntary rights based associations that are often semi-professional organizations. In

West Africa, FORUT recently phased out its support to its old IOGT partners. FORUT Sierra Leone implements its community rehabilitation program directly. In FORUT's new ADD country Malawi, FORUT works in collaboration with Norwegian Church Aid and some of its partners. FORUT's ADD program has also built up and supports various international partners, including networks of NGOs and people working in e.g. public health agencies that share information on alcohol issues and advocate evidence-based alcohol policies.

8. *In the future, FORUT should try to have even more partner focus and work more through local partners in all countries, including Sri Lanka and Sierra Leone. In Sierra Leone, FORUT should start identifying potential local partners and see how they can be strengthened and involved in FORUT's work.*

### **The future scope and geographical focus of FORUT's ADD work**

FORUT with its ADD program is perceived as being one of the leading professional anti-alcohol and anti-drug NGOs worldwide. Besides FORUT's important ADD-related work at the international level, FORUT's ADD program is also carrying out important work at national and local levels through FORUT partners in India, Nepal, Sri Lanka and Malawi. The ADD work in Sierra Leone is minimal and limited to some ADD awareness activities in the communities where FORUT Sierra Leone operates. FORUT's recent work in Malawi in strengthening relevant local NGOs and integrating ADD into their work appears to have been successful. The success was partly due to FORUT's focus on establishing contacts and links with other organizations and existing structures. In Malawi, FORUT has a Norwegian collaborating partner NCA, and works through NCA's NGO network in the country.

Currently the ADD program has only two staff. Given the important workload their capacities are overstretched. Consequently, it seems difficult for the ADD program's existing capacities to replicate its Malawi approach to other countries and to try to integrate ADD into the development program of other Norwegian NGOs and other relevant actors.

9. *In order to expand FORUT's ADD work to other relevant countries, such as NORAD's main partner countries in Africa, and to involve more relevant Norwegian NGOs and other actors in ADD related work, FORUT and Norad should look for funding possibilities to increase the number of staff of FORUT's ADD program.*

### **FORUT's financial management**

The findings related to financial management in chapter 3.6, found that FORUT's partners seemed to have an adequate financial management, including adequate reporting on budgetary issues to FORUT. On the other hand, FORUT Sri Lanka recently had an embezzlement case in one of its district offices. The embezzlement was reviewed by PWC, and FORUT took proper action. The review team's recent visit to FORUT Sierra Leone revealed that the office has unsatisfactory practices with regard to vehicle and fuel use, procurement procedures and weak financial reporting and accounting. FORUT Norway has started to follow up on these weaknesses.

10.
  - a. *FORUT Norway should undertake a financial investigation/review of FORUT Sierra Leone to investigate whether resources are used according to intentions.*

- b. FORUT Sierra Leone's financial management system should be updated and improved to ensure a proper use and control of vehicles and fuel consumption and to ensure that proper procurement procedures are being adopted and respected.*
- c. FORUT globally should update its reporting routines and coordinate the reporting of financial and project progress*
- d. FORUT should reassess their auditors in Norway and in Sierra Leone*

## **Monitoring and evaluation**

As discussed in chapter 4.4, FORUT has an active and positive attitude towards evaluations and reviews and tries to use them as learning tools for itself and its partners. Moreover, target groups at community level often participate in project execution, monitoring and evaluation.

Both FORUT and partners report extensively. The reporting is often very detailed, but focuses on activities and outputs and less on outcome and impact. There are very few projects that use gender disaggregated data and indicators.

- 11. FORUT should improve its and several partners' documentation of results, including the development of good monitoring indicators. FORUT should also ensure the use of gender disaggregated indicators in all its projects and in partner implemented work.*

## **FORUT in Sierra Leone**

Annex 7 presents the findings from the country visit to Sierra Leone, including overall strengths and challenges, strengths and challenges related to the administration of FORUT Sierra Leone and of its community rehabilitation project, and last but not least the future challenges for FORUT in Sierra Leone.

## ANNEX 1: TERMS OF REFERENCE (TOR)

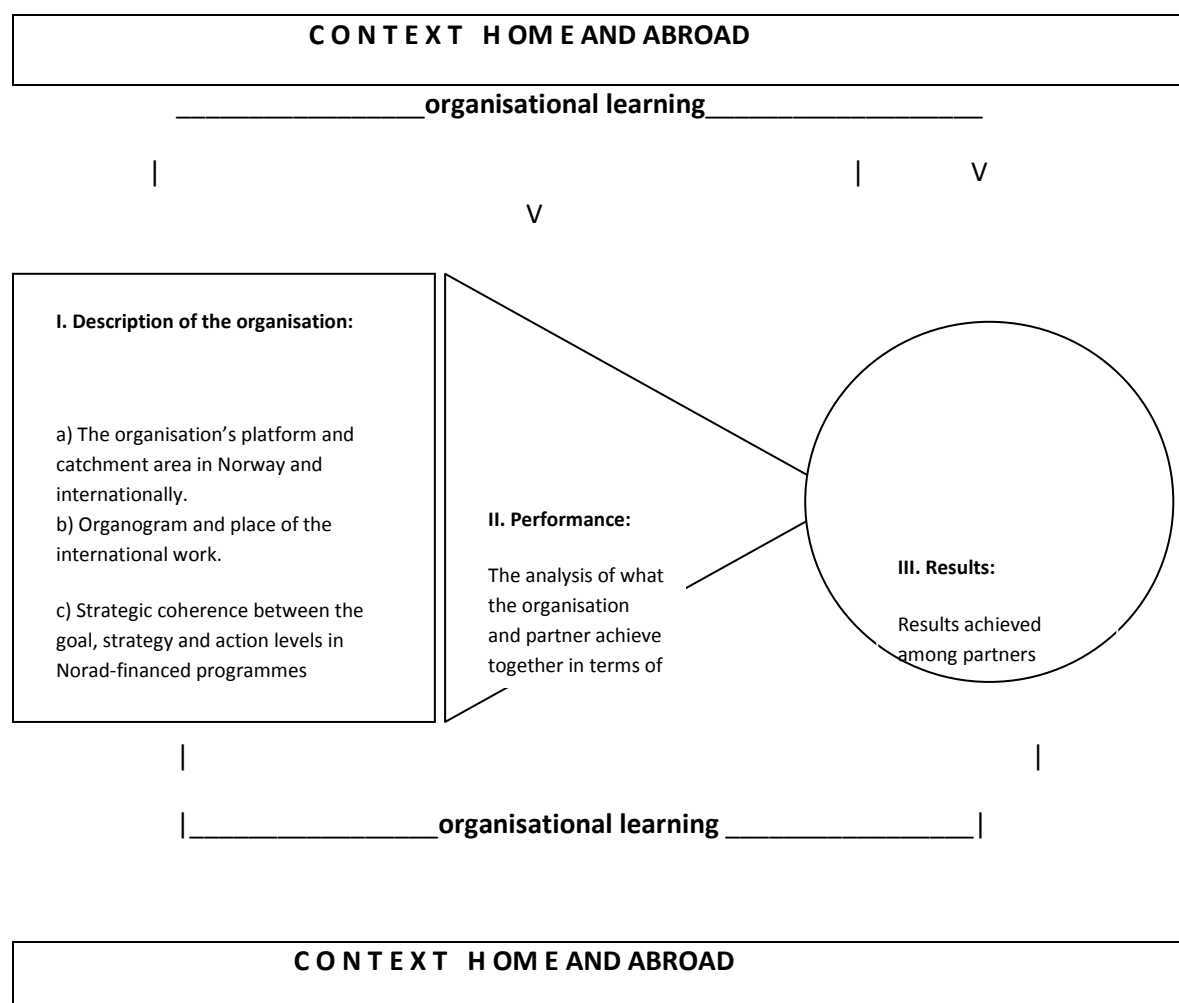
### Performance Organisational Review of FORUT

2008

#### Consultants:

#### 1. Model for work on the organisational review

In the figure on the following page, the main components of the review are illustrated by an open organisational system in which the different parts are dependent both on each other and on the surroundings. The organisational review will comprise a capacity analysis of the system's performance and find out where its strengths and weaknesses lie. Its performance, which is illustrated in **triangle (II)**, is specified in more detail in section 4 (pp. 8-10). The analysis also requires knowledge about *organisational matters* that must be taken from the **square (I)**, and *the results* achieved in the form of capacity development with the partners, illustrated by the contents of the **circle (III)**. The contents of these sub-figures are also described in more detail in section 4.





An organisational review concentrates on the services the Norwegian organisation delivers. This means services delivered to partners abroad as well as the extent to which the organisation is capable of meeting the terms and conditions set out in the agreement with Norad. The review will also assess the partner organisations' ability to deliver towards its target groups and its ability to meet with its commitments towards the Norwegian organisation. It is the "*performance of the system for delivery services*" that is to be analysed, not the services themselves. An assessment of the partners' capacity may, however, be illustrated by results with end-user of the partners' services.

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

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

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

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

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

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

**The circle (III)** contains the results which the organisation achieves together with its partners with respect to the development of the partners' capacity and aid to final recipients. The results are divided into two parts in order to illustrate that most organisations have the twofold goal of strengthening local partners and thereby strengthening special target groups and/or civil society. The review shall focus on capacity development with the partner. Results with the end-user may serve to illustrate the partners' capacity, but is not subject to separate analysis. In addition to observations, interviews and the material available in the organisation's reports to Norad, the country visits will

show whether the results among partners are actually in accordance with the picture painted by the organisation in its reports.

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

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

After an overall assessment, Norad should be able to:

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

After the review the organisation should be able to:

- Decide the direction of the organisation's further work on development of its capacity.

## **2. Background**

FORUT – Campaign for development and solidarity – is an organisation based on the Norwegian peace- og temperance organisation IOGT, Juvente and IOGT-Jr.

FORUT's mission is to fight poverty and mobilise for a world with more justice and solidarity. The value of human dignity is the basis for all of FORUT's work. FORUT is involved in development cooperation in Sri Lanka, India, Nepal and Sierra Leone, and from 2008 in Malawi (the ADD-programme).

FORUT's development cooperation is concentrated in the following thematic areas:

- Community Development
- Rehabilitation
- Tsunami Relief – Post Tsunami Recovery Initiativ (to be phased out in 2008)

- Child Rights, ECCD and Youth
- Livelihood and Income Generation
- ADD (Alcohol, Drugs and Development) and Gender

The ADD programme is integrated in all FORUT's development activities.

FORUT's framework agreement with Norad was signed in 2004 for a 5 years period, and FORUT will be assessed for a new agreement from 2009. Relatively small project activities have dominated in some cooperation countries, but are changing/have changed into more integrated development programmes/countryprogrammes in the countries mentioned above.

This review is part of Norad's regular organisational reviews. The review will establish a platform for further dialogue before the assessment for a new framework agreement, based on core funding, is due, and also to bring forth recommendations for improvements with respect to their work, and the cooperation between Norad and FORUT.

The team will comprise of two consultants, from two different consultancy companies (xx and xxx), due to the thematic focus. One will focus on the ADD (Alcohol, Drugs and Development) aspects (xx), whereas the other (xxx) will focus on the community development / rehabilitation aspects. One of the consultants will be selected as a lead consultant, and will be responsible for the delivery of the final report.

### **3. Purpose**

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

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

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

### **4. The scope of the assignment**

The review shall be based on the following reference material:

- The organisation's cooperation agreement and contract with Norad, its policy and strategy for aid work, reviews, annual reports, website and applications, as well as research-based

literature aimed in particular at the areas within which the organisation works, and documents with reference to 'best practices'

- Applicable guidelines for grants to civil society (2001)
- White paper no 35 (2003-2004)
- The grant letter for the year 1
- The report of the Rattsø committee (summer 2006).
- Norad's strategy towards 2010
- Relevant evaluations and reviews
- Other relevant documents

The organisational review shall form the basis for a general assessment of both FORUT's reporting to Norad and the quality of the organisation's internal communication. The analysis shall also include an assessment of the head office's organisational structure and dimension in relation to its own functions and tasks. The review shall cover the whole organisational chain from head office to local partner<sup>10</sup>. The work will consist of studying, analysing, concluding and presenting recommendations and proposals for follow-up.

FORUT's main thematic focus is on the interconnections between alcohol / drugs and a wide range of social and development problems, and on establishing ADD as a cross-cutting development theme in its own right.

FORUT's main area commitment is Sri Lanka, and their work there is widely documented. Therefore, the consultant will make an in-depth study of the available documentation on Sri Lanka as the basis for the assessment of FORUT's performance there.

Sierra Leone is thus selected for the field visit.

An overview of the factors it will be natural to examine in more detail follows below. It is not intended to be exhaustive, rather a checklist that will have to be adapted in each individual case.

Most of the following points involve questions that cannot be answered in chronological order once and for all, but are more recurring questions that will follow the team in its assessments throughout all the phases of the work up until the final report.

### **Description of the organisation (The square I)**

- ✚ The organisations catchments area, platform and structure:
  - ✓ In Norway and abroad
  - ✓ Remit, policy and strategy(ies)
  - ✓ Governing bodies, organisational structure and work methods
  - ✓ An organogram indicating the place of the international work
  - ✓ Strategic coherence between the goal, strategy and action levels
  - ✓ The organisation's partners/whether it operates on the basis of partnership (or is self-implementing)

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<sup>10</sup> The local partner can consist of a network of individuals, informal local community groups (CBOs), individual NGOs, NGO networks, government or semi-government organisations. The context in which such players operate is also highly variable, which strongly influences the critical variables for capacity building it will be most relevant to examine in the review.

- ✓ The organisation's procedures for (a) monitoring and (b) formalised dialogue/collaboration with any partners in the South
- Capacity and professional competence
  - ✓ Procedures/tools for organisation management, financial management - including mechanisms for fighting corruption - and the measurement of results
  - ✓ Risk analysis of human, professional and financial resources
  - ✓ Evaluation and learning
  - ✓ The thematic diffusion in relation to effectiveness
- Other aspects of the organisation which Norad or FORUT wishes to shed light on.

## **Performance analysis (The triangle II)**

### Of the Norwegian organisation

- Policy, strategy and action programme for building partners' capacity:
  - ✓ How, and on the basis of what principles, does the organisation choose its partners? Who are FORUT's partners; local, national and international?
  - ✓ To what extent, and how, does the organisation contribute to strengthening partners? What remains with the local partners in terms of increased competence or capacity when FORUT phases out a partnership?
  - ✓ How does it contribute to the development of partners' knowledge, e.g. it has good ideas but is poor at making arrangements that help the ideas to be realised?
  - ✓ How does the organisation endeavour to measure and monitor the attainment of goals?
  - ✓ What success indicators has it established/does it establish?
  - ✓ How is capacity relating to the work to be done checked?
  - ✓ To what extent are partners included in decision-making and strategy processes?
  - ✓ What other roles do the partners have in relation to the Norwegian organisation?
  - ✓ How does communication function between the head office, the organisation in the field and partners?
  - ✓ What is the timeframe for partnerships? To what extent is a phasing out strategy prepared with a view to the partner standing on its own feet in the end?

### Of local partners

- The quality of the partner's planning and implementation process:
  - ✓ To what extent are partners and target groups included in the planning and implementation phase?
  - ✓ How much local expertise and resources is mobilised in programmes?
  - ✓ How realistic are the goals and the planned results during the planning phase?
  - ✓ How are indicators used in the planning phase?
  - ✓ How are risk analyses carried out in the planning phase?

### Of both the Norwegian organisation and local partners

- Reporting and evaluation of capacity-building results:

- ✓ What indicators and other instruments are used to report goal attainment at different levels?
- ✓ What are the reporting requirements and how are they followed up?
- ✓ What feedback is given on reports from partners?
- ✓ What guidance is triggered by feedback on reports?
- Learning in the organisation and by local partners:
  - ✓ Is there a system in place to share information about lessons learned?
  - ✓ Does FORUT assess their own strengths and weaknesses. If so, how is this followed up?
- The quality of communication when:
  - ✓ A failure takes place in terms of quality and delivery date in relation to contractual obligations
  - ✓ Conflicts and corruption occur.

### **Results achieved among partners (The circle III)**

- What has been achieved in terms of building partners' capacity that can be attributed to FORUT? This may be illustrated by results with the final recipients.
- How has this contributed to strengthening civil society?
- How are results with final recipients documented?
  - ✓ What is the level of the results (input, output, outcome)?
  - ✓ To what extent are indicators used in reporting?
  - ✓ How is the risk situation handled during the programmes?
  - ✓ To what extent is the target group involved in the reporting of goals?

## **5. Work process and method <sup>11</sup>**

The main part of the review will be carried out in Norway, at FORUT's offices in Gjøvik and Oslo. A country visit to Sierra Leone will be carried out as part of the review.

### **General information about the collection of data/information**

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

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

### **The study and documentation phase**

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

The first part of the review will consist of an in-depth study of the documents concerning the organisation and its cooperation with and reporting to Norad and its local partner.

The provisional results from this phase shall be presented to Norad and FORUT (and when applicable to the reference group) The inception report shall propose focal point for the country visit.

### **Country visits**

During the country visit to Sierra Leone, focus will be on the quality assessment of the partnership and its capacity to deliver. In addition to conversations with project employees, it will also be necessary to speak to people who are not dependent on the organisation in any way. Examples of such persons are (a) peers, i.e. other players who work within the same field in the same country, and (b) players at the local level, for example residents in areas in the vicinity of where the organisation's activities take place, but who do not benefit directly from the organisation's work.

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

### **Interpretation of the data and observations**

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

### **Analysis and conclusion**

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

### **Recommendation and follow-up**

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

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

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

## **6. Reporting**

In order to allow an opportunity for comment and for correction of any factual errors and misunderstandings, the team will send a draft of the final report to FORUT, local partners and Norad no later than 25<sup>th</sup> June 2008 with a deadline for responding to the team one week later.

### **Final report**

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

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

### **Information, presentation and publication**

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

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

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

The report will normally be published on the internet. In special cases, and subject to relevant legal provisions, parts of the report may be exempted from general publication..

## **7. Time schedule and budget**

### **Time schedule**

The work will commence on the 10<sup>th</sup> May 2008

The inception report will be presented no later than 25<sup>th</sup> May 2008

Draft final report will be presented no later than 25<sup>th</sup> June 2008

Final report will be presented no later than 5<sup>th</sup> July 2008.

### **Budget**

*As a separate appendix (the total cost is stipulated to be about NOK 400,000)*





## ANNEX 2: LIST OF PERSONS INTERVIEWED

NAME	POSITION	ORGANIZATION
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### In Norway:

#### *FORUT - Norway*

Morten Lønstad	Secretary General	FORUT Norge
Ståle Stavrum	International Programme Director	FORUT Norge
Jorid Almås	International Project Coordinator	FORUT Norge
Øystein Bakke	Project Manager ADD	FORUT Norge
Dag Endal	Project Coordinator ADD	FORUT Norge
Rannveig Naustvoll	International Project Consultant	FORUT Norge
Ellen Bjølseth	Information Manager	FORUT Norge
	Administration and Financial	
Lill Jørgensen	Manager	FORUT Norge
Ingvar Midthun	Marketing Director	FORUT Norge
Eva Braaten	Chair of the Board	FORUT, Board
Sten Magne Berglund	Vice-chairman	FORUT, Board
Åsunn Lyngedal	Board Member	FORUT, Board
Eivind Jahren	Board Member	FORUT, Board
Paul Henrik Kielland	Board Member	FORUT, Board
Nils Johan Garnes	1. deputy representative	FORUT, Board
Anne Karin Kolstad	2. deputy representative	FORUT, Board
Liv Karin Slåttebrekk	IOGT-representative	FORUT, Board
Ingunn Aanes	Juvenes representative	FORUT, Board
Helene Berg	IOGT Junior – representative	FORUT, Board

#### *NORAD*

Laila Trønsdal Moen	Senior	NORAD
Anne Skjelmerud	Senior advisor	NORAD

#### *from FORUT Sri Lanka:*

Simon Weatherbed	Programme and Policy Advisor	FORUT, Sri Lanka
Arne Bangstad	Previous program manager	FORUT, Sri Lanka

### In Sierra Leone:

#### *Organizations and resource persons in Sierra Leone*

Kevin D. Gallagher	FAO Representative	FAO
Aloysius Cyril Lahai	Assistant FAO Representative	FAO
	Cheif of Party, Links & Links	
	Programs	
Ekramul Kabir		CARE International Sierra Leone
Kevin D. Gallagher	FAO Representative	FAO
Joseph S. Muana	Project Coordinator	UNDP
Tanzila Watta Sankoh	Agricultural Specialist	UNDP
Engilberg Gudmundsson	Country Manager	WB Sierra Leone Country Office
John B.S. Kamara	President	IOGT Sierra Leone
Kande Bangoura	Director	National Drugs Control Agency
Michael Charley	Child Protection Specialist	UNICEF

Rosina Conteh	Child Protection Officer	UNICEF
Batu Shamel	Child Protection Specialist	UNICEF
Josephine Koroma	Deputy Director	Network Movement for Justice and Development-NMJD
Adama Kamara	Facilitator	Network Movement for Justice and Development-NMJD
Q. L. Moses	Auditor	John Consultants
E. F. Thorpe	Auditor	John Consultants

*FORUT Sierra Leone*

Lucinda Amara	Programme Director	FORUT Sierra Leone
Juliana Ganda	Administration Officer	FORUT Sierra Leone
Koroma Samuel Samson	Programme Accountant	FORUT Sierra Leone
Mohamed Turay	Programme Coordinator	FORUT Sierra Leone
Nils Moberg	Consultant	FORUT
field officer, field assistants, microfinance facilitators		FORUT Sierra Leone

*Community members and authorities of districts covered by FORUT's Community Rehabilitation Program*

women and male members of	Micro-finance group at Kargballa section, Majambama COCSA centre	
women and male members of	Grafton and Kossoh Town Communities, at Barberline settlement, Grafton	
participants and teachers of	Barberline skills training centre	
women and male members of	Mobureh section,	
girls and boys students of	Mokumba school	
teachers of	Mokumba school	
P.C. Foday Nlawihi	Paramount Chief	Moyamba
Albert B. Challe	Chiefdom speaker	Moyamba
Francis J. Kangasju	Chief Administrator	Moyamba District Council
Max Bendu	Councillor	Moyamba Education Section
John Moody	Deputy Director	Moyamba Education Section
Richar Kaimbey	M & E officer	Min. of Health, Moyamba Health Section
Zanib Kamara	DNS II	Min. of Health, Moyamba Health Section
Victor Callou	Zonal Supervision Officer	Min. of Health, Moyamba Health Section

## ANNEX 3:

## FORUT - TIMELINE

<b>Start-up era</b>	
1981	FORUT established on the 8 <sup>th</sup> April 1981 with 100 000 NOK in “grunnfondskapital”
	Norad gave 6 million NOK to the running costs of Cey-Nor-project.
1984	Norwegian/Swedish collaboration in Sri Lanka was formalized. The Swedish IOGT-NTO movement was FORUT’s Swedish counterpart.
	TV-campaign: FORUT one among many other youth and aid organizations that was given the NRK’s TV-campaign.
1985	FORUT’s general secretary traveled to West Africa and established contact with IOGT in Gambia and Sierra Leone.
<b>The Second Era (1986-90)</b>	
1986	FORUTS turnover is close to 8 million NOK and 2,9 million NOK was collected by FORUT. Norad committed 5 million NOK to FORUT.
	Sierra Leone new partner country. Four agricultural projects supported by FORUT.
	Dag Endal planned what later became the ADIC – information centre for alcohol and drugs in Sri Lanka
1987	APSA became the first partner in India.
	FORUT started the kindergarten campaign
1990	As the situation in Sri Lanka has gotten worse FORUT gets funding for emergency.
<b>The Third Era (1991-95)</b>	
1991	Ten years after start-up FORUT’s total turnover are 15 million NOK, funds collected by FORUT is 3.9 million NOK. 13.5 million NOK is given to projects.
	FORUT started as operator of two government reception centers for asylum seekers.
1994	FORUT started the collaboration with Child Workers in Nepal Concerned Center (CWIN) and The Concerned for Working Children (CWC) in India.
<b>The Fourth Era (1996-2000)</b>	
1996	FORUT’s turnover was 22.6 million NOK, own collected funds was 4.5 million NOK, and 16.3 million was transferred to projects.
1997	A 5 year framework agreement with Norad entered into force. 12 million NOK from Norad to FORUT in 1997.
	The ADD work was strengthened with two more projects.
	FORUT’s policy was adopted.
	The staff in Sierra Leone is evacuated to Gambia, because of the civil war.
2000	Network of researchers, professionals and NGOs working for prevention of alcohol problems was established during a conference in Syracuse, USA.
<b>The Fifth Era (2001 – 05)</b>	
2001	FORUT’s total turnover is 74 million NOK. The large increase is related to the operation of the government reception centers. Own collected funds amounted to 7.2 million NOK and 36.2 million was transferred to projects.
2003	New cooperation agreement with Norad for 5 years, 25 million annually.
	FORUT develops its new 5 year plan. More emphasis on decentralized administration in Sri Lanka, exit from Gambia and strengthened efforts in Sierra Leone.
	FORUT renewed its policy document. A separate strategy for ADD was developed, and the ADD program was launched.
	More than 113 kindergartens have participated in FORUT’s campaigns in 10 years or more.
2005/06	FORUT adopted a budget of 132 million NOK, a large increase. The main part is earmarked for rehabilitation in Sri Lanka. Own collected funds are 19.3 million, 87.5 million allocated to projects.

ANNEX 4 – FORUTS GOVERNANCE AND ADMINISTRATIVE STRUCTURES

Figure 1: FORUT's governance structure

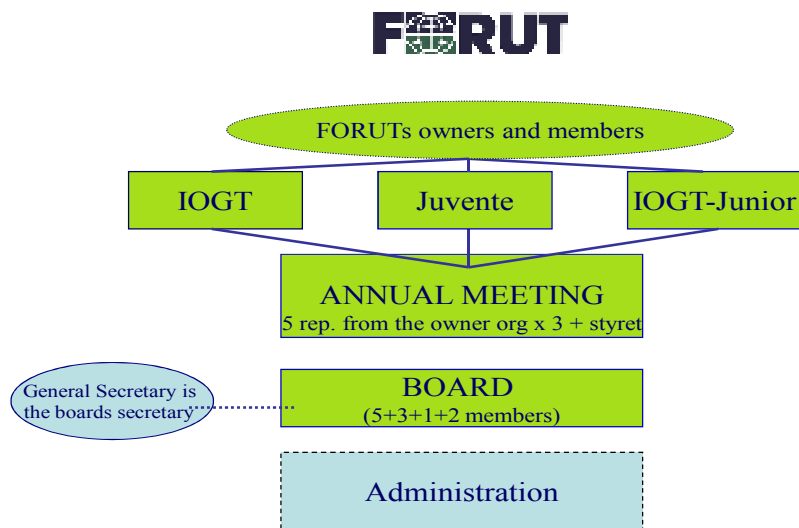


Figure 2: FORUT's administrative structure

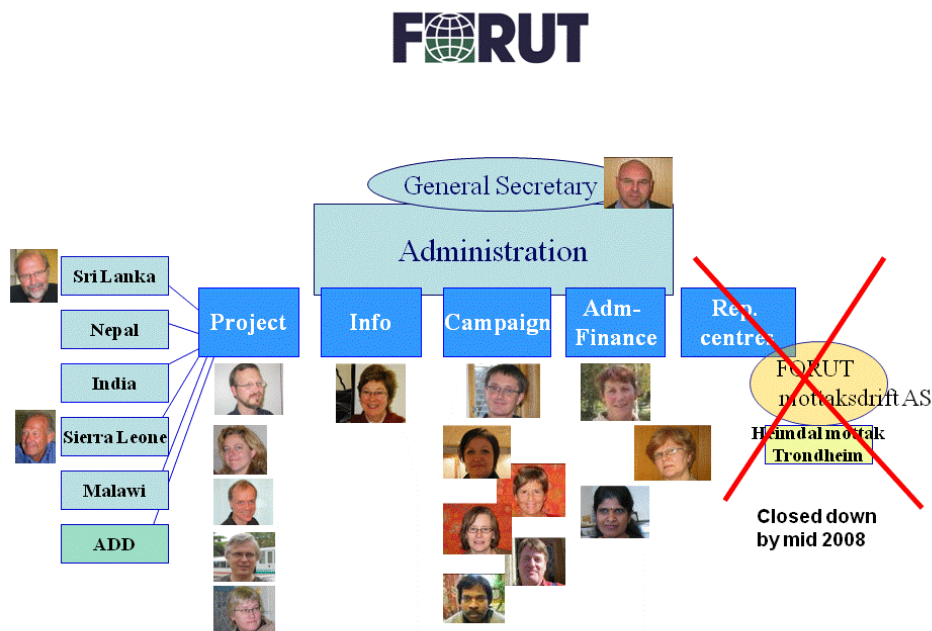


Table 1 - Staff in Sri Lanka according to station

Station	Total
Vanni (North)	51
Colombo Head office	39
Jaffna (North)	26
Vavuniya (North)	18
Monaragala	7
Anuradhapura	7
Hambantota	7
Matale	7
Puttalam	4
West Coast	2
Colombo North	2
Matale	1
Moneragala	1
Ampara	1
Total	173



Figure 3: FORUT Sri Lanka administration and management structure in 2007

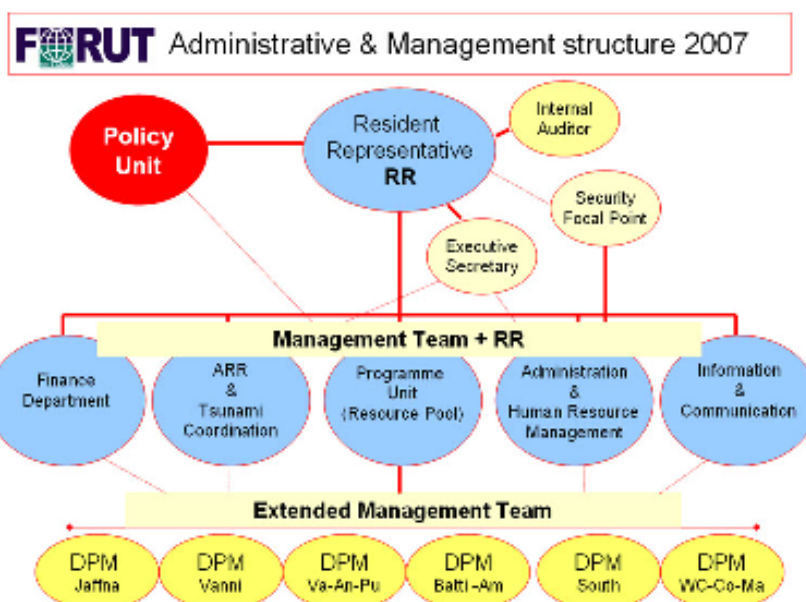
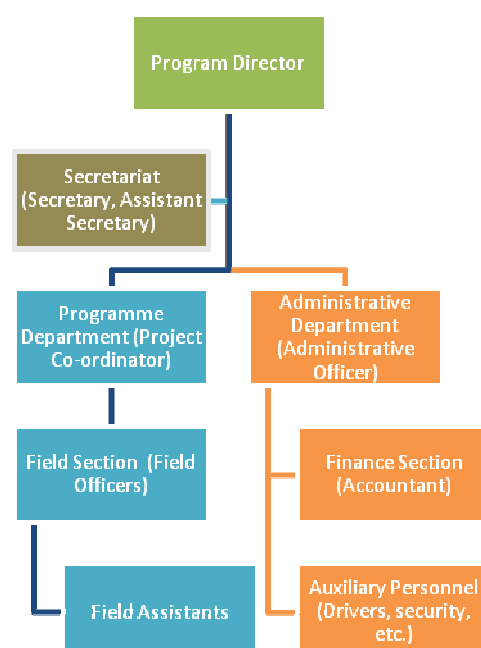


Figure 2 FORUT Sierra Leone organizational set-up



## ANNEX 5 - OVERVIEW OF FORUT'S PARTNERS

FORUT has built up long standing relationships with a small number of strong civil society partners. In India and Nepal, FORUT only works through its partners. FORUT Sri Lanka has adopted different approaches. They comprise self implementation, project execution through development NGOs, and long term support to its ADD partner ADIC<sup>12</sup> and to semi-professional organizations - which have yet to become FORUT partners - and support to specialized institutions and voluntary rights based associations that are often semi-professional organizations. In West Africa, FORUT recently phased out its support to its old IOGT partners. FORUT Sierra Leone implements its community rehabilitation program directly. In FORUT's new ADD country Malawi, FORUT works in collaboration with Norwegian Church Aid and some of its partners. FORUT's ADD program has also built up and supported various international partners, including networks of NGOs and people working in e.g. public health agencies that share information on alcohol issues and advocate evidence-based alcohol policies.

In **India**, FORUT works through two local partners, Association for Promoting Social Action (APSA) and Concerned for the Working Children (CWC). FORUT has had a long standing relationship with these partners. In 1987, APSA became FORUT's first Indian partner. The CWC FORUT partnership started in 1994. Both APSA and CWC are recognized as professional, efficient and inspiring rights based organizations.

**Association for Promoting Social Action (APSA)** is in many ways FORUT's flagship partner. APSA works with street children, child laborers and other children in distress<sup>13</sup> and with larger urban slum communities in Bangalore and Hyderabad through a combination of institutional and outreach projects. Since 1981, APSA has worked at the local community, state and national policy levels in partnership with communities to help them realize their rights as humans and citizens. APSA builds the capacities of urban slum communities to access government service. APSA also advocates to prevent slum demolition and to secure alternative housing facilities. It both builds youth and public awareness to identify child rights violations and builds children's capacities to conduct training on their issues and to mobilize youth in response to issues.

APSA's work with children is based on rights-based principles but also involves service provision such as educational and residential support to fill the important gap of government services. APSA's many activities include: need-based medical, legal and counselling services, education and vocational training, rescue of children from hazardous work and abuse, community based rehabilitation services for people with disability in the slum communities, credit relief to women in poverty and provision of entrepreneurial skill training, art and recreational activities to children from deprived backgrounds, transfer of children from the government juvenile justice institutions to more child-friendly environments and, with the collaboration of the police and other NGO partners, a 24 hour toll free child helpline.

*The APSA-FORUT partnership:* FORUT was for many years the only organization supporting APSA financially. Later other organizations have also provided support but often on a more ad-hoc basis. APSA is now a mature and recognized organization and has achieved a high degree of credibility vis-à-vis the Indian authorities. FORUT supports in particular APSA work related to its street children and slum project. FORUT support to APSA IN 2008 was NOK 1,55 million.

With core support from FORUT's ADD program, APSA has developed and integrated their ADD approach. Now APSA provides outreach to support street children and child workers abusing

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<sup>12</sup> FORUT will phase out its support to ADIC in 2008.

<sup>13</sup> Other children in distress include abandoned and runaway children, child victims of abuse and prostitution, children of sex workers and children rescued by the child helpline



psychotropic substances, is networking with specialist organizations, and is supporting other academic and field-based organizations in their research initiatives. FORUT and APSA's ADD approach is that ADD is not the main problems but reinforces socio-economic problems such as violence etc.

**The Concerned for Working Children (CWC)** has worked on children rights and child labor since the 1980s. CWC has a particular focus on child workers rights, in particular children's networks and mobilization. One of CWC's main goals is to make local communities free from child workers. The organization also works on developing community structures, including women self help groups, to ensure social change that will take care of child rights. Currently the organization works in nine rural and urban panchayats in Karnataka.

Over time, CWC has become a recognized organization which advocates – at different levels of the society – for children rights. The organization has programs to organize child workers in urban areas and to mobilize children's participation in rural and urban councils. CWC also advocates for children's rights within the educational system and targets homeless families. CWC has its own centre for applied research and documentation which provides CWC and other organizations with a data base about child work and workers. In addition, CWC has a trade union for child workers (13,000 child members in 2006) and an educational and vocational centre for working children. At this centre, CWC trains the police on children's rights, gender and how the police can assist children during emergencies.

CWC's regional resource center, Namma Bhoomi, was designed to give working children a chance to continue their education. The campus has residential accommodation and educational and training facilities, including vocational training, for more than 100 girls and boys. The objectives are to develop boys' and girls' self reliance, leadership qualities and to improve their access to appropriate technology. The students are recognized as ambassadors of children's rights. After having returned to their home villages, they continue to support the movement of working children.

*The CWC-FORUT partnership:* FORUT contributed with about 40 percent of CWC's budget in the 2003-7-period. Save the Children also supports CWC (about 22 percent). In 2008, the budget for FORUT's support to CWC was NOK 1,05 million. FORUT has provided support to various components, including CWC's rural development programs, the Namma Bhoomi center, work with migrant communities, and children and governance. Initially CWC was hesitant to work on alcohol and drug related issues as it sees itself as mainly a child rights organization. After drugs was identified as a significant problem among street children, CWC now also focuses on ADD and benefits from core support from FORUT's ADD program. It was CWC who developed its ADD program, but with some suggestions from FORUT.

In **Nepal**, FORUT has one local partner **Child Workers in Nepal Concerned Centre (CWIN)** which is another strong and dynamic organization, with a particular focus on girls. FORUT started supporting CWIN in 1995 when the organization was the pioneer child rights organization in Nepal<sup>14</sup>. The organization is involved in child rights at different levels, including: (i) advocacy work targeting politicians and other decision makers; (ii) information and awareness-raising concerning human rights and social justice (iii) service delivery, including vocational training, homes for girls and social reintegration of street children; and (iv) applied research and documentation. CWIN's different centers include a drop in centre for street children, transit centre for migrant child laborers, a telephone help line for children at risk and a contact center for children at risk. CWIN is actively involved in the fight against child labor exploitation and works in 35 districts of Nepal through Child Rights Forums which are formed by school children. CWIN is also member in many networks and alliances focusing on children at risk and the trafficking in girls. The organization also supports and advocates for the protection of children from armed conflicts.

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<sup>14</sup> Plan and Save the Children also provide financial support to CWIN.

*The CWIN-FORUT partnership* focuses on children and rights, in particular related to supportive and empowerment activities of girls and youth at risk, and ADD. FORUT supports CWIN's Balika Home which is a centre for girls at risk and Center for Self Reliance which provides skill training and education program for children above the age of 14 years. In 2008, the total budget for this support was NOK 1,35 million. *CWIN Balika* is the only program in Nepal working on girls at risk, including the issue of trafficking in girls. CWIN Balika has played an important role in advocacy, networking, repatriation and social reintegration of girl survivors. CWIN will also be involved in FORUT's new project in Nepal, the Rural Promotion Tuku program financed by the Norwegian MFA.

CWIN has over time integrated alcohol and drug issues in all its programs, such as advocacy, awareness campaigns and direct participatory work with children and youth. The NGO has carried out several comprehensive research and surveys on alcohol and drug use and its impact on children and society in Nepal. CWIN is also involved in ADD related awareness-raising and is establishing a knowledge base to advocate for citizens and children's right to live in a society free of harms of alcohol and drug use.

In **Sri Lanka**, FORUT has adopted different approaches related to partnerships and project implementation. They comprise:

- (i) ADD related work through FORUT's partner ADIC;
- (ii) long standing support to many informal groups and CBOs at local level and their apex organizations at district level who have yet to become full fledged FORUT partners;
- (iii) Project implementation through development NGOs in the north.
- (iv) Support to specialized institutes in vocational training, education and/or human rights
- (v) Support to small voluntary rights based organizations working on child rights and gender based violence
- (vi) Project execution by FORUT Sri Lanka's regional branches

**The Alcohol and Drug Information Centre (ADIC)** is FORUT's long standing partner in Sri Lanka. The Information Centre was established as an independent NGO in 1990. ADIC's mission is to prevent drug use through social changes and effective education. The organization trains teachers and students, including trainee nurses, in alcohol and drug prevention. ADIC also runs a Youth Corp Program in several districts Sri Lanka and tries to increase the awareness of alcohol and drug problems and prevention to plantation workers. ADIC also works on influencing ADD related policies etc. at national level and participates in different international networks.

*The ADIC-FORUT partnership:* FORUT has, together with the International Institute in Sweden, supported ADIC since its set-up. In 2008, FORUT's support to ADIC was 1,5 million NOK. Currently, FORUT's ADD project leader is one of ADIC's two international advisors. From 2009, the Swedish International Institute will mainly focus on ADD related issues in Sri Lanka. Consequently, it will phase out its support to FORUT Sri Lanka's program and instead be ADIC's main financial contributor. On the other hand, FORUT will phase out its support to ADIC and provide most funds for FORUT Sri Lanka's program.

*FORUT Sri Lanka's Strategic partners:* Throughout Sri Lanka, FORUT has supported over long time 25 so-called strategic partners which are informal groups regrouped into community based organization (CBOs) and into APEX organizations at district or regional level. These are generally semi-professional organizations. FORUT supports them with service delivery and organizational and management training. FORUT estimates that it takes about ten years before such a beneficiary organization can graduate and become a partner organization. Only three of the strategic partners have "graduated" and can now work independently from FORUT support. None of them are yet ordinary FORUT partner organizations. The NIBR impact study in 2004 found that the APEX organizations' work mostly on service delivery and transfer of funds, from FORUT's district offices to the CBOs and village groups at community level, and their involvement in social mobilization and advocacy related work is

very limited. Chapter 5 provides information about the impact of FORUT's support to these associations.

FORUT Sri Lanka works with five *specialist institutes*, four vocational training institutes and one human rights institute. They are located in the north and are autonomous institutions. Most of these organizations benefit from support by not only FORUT but by several donors.

FORUT's *local NGO implementing partners* work mostly in the conflict areas in the north.

In Sri Lanka, FORUT supports four *Voluntary rights based associations* are semi-professional groups. FORUT supports four such associations who have adopted a rights based approach in particular with regard to child rights and sexual gender based violence. They are involved in both rights issues and service delivery. Currently FORUT supports three pilot projects in three districts. Two human rights groups try to use the same approach on child rights as FORUT's Nepalese partner CWIN.

### **FORUT's ADD specific partners**

In **Malawi** where FORUT recently launched its activities that focus on ADD, FORUT works in collaboration with Norwegian Church Aid (NCA) and uses NCA's local networks. FORUT works in particular with the local partners Drug Fight Malawi, the Malawi Girl Guide Association (MAGGA) and the Ecumenical Counseling Center. FORUT aims to build a national ADD network in Malawi with local organizations which are willing and in the position to raise alcohol and drug issues nationally and locally. FORUT will give priority to organizations and agencies working with HIV/AIDS issues, women's and human rights organizations and UN and other international agencies.

**Drug Fight Malawi** is one of the ADD partners. It is one of the few specialized anti-drug NGOs in Malawi. The contribution from FORUT will assist the NGO in raising a headquarters for the NGO, from which the NGO can strengthen and develop its activities.

**The Malawi Girl Guides Association (MAGGA).** In 2006, MAGGA had more than 11000 girl guides. ADD will assist in planning and implementing a three-year program; "Drug and Alcohol Abuse Prevention among in-and- Out-of-School Youth". The overall objective of the project is to prevent alcohol and drug abuse among youth, and MAGGA members in particular through Behavioral Change Communication interventions. The program will be tested in five communities in the Lilongwe region and later, if successful, it will be rolled out to other areas in Malawi through the MAGGA network.

**Norwegian Church Aid (NCA)** is one of Norway's largest development NGOs. NCA is an ecumenical organization mandated by the churches of Norway. The organization works through faith-based and other local organizations in the third world in emergency response, long term development work, and advocacy. NCA is a collaborating partner in FORUT's ADD program in Malawi.

The ADD program has several **other international partners**, including GAPA, IAPA, APAPA and the International Institute in Sweden. APSA is the main ADD program partner in Norway.

**The Global Alcohol Policy Alliance (GAPA)** which is a developing network of NGOs and people working in public health agencies who share information on alcohol issues and advocate evidence-based alcohol policies. GAPA was established in 2001. Its mission is to reduce alcohol-related harm worldwide by promoting science-based policies independent of commercial interests. GAPA has affiliated resource centers in the EU, USA, South America, India, South East Asia and Western Pacific region and plans to establish centers in Africa.

*GAPA–FORUT partnership.* FORUT is supporting GAPA in advocating alcohol control policies. FORUT's ADD project leader is the Alliance's secretary. 50 percent of his time is allocated to work on coordinating and building networks and lobbying for GAPA and its mission. The lobbying efforts are in particular targeting the World's Health Organization's (WHO) alcohol related work. E.g. he often takes part in WHO meetings in Geneva. Most of GAPA's activities are carried out on a voluntary basis by representatives of different organizations. (Fight against the alcohol industries' lobbying efforts)

**The Indian Alcohol Policy Alliance (IAPA)** is an NGO established in 2004. Its mission is to prevent alcohol related harm through evidence based policy intervention, advocacy and capacity building. IAPA is affiliated to GAPA. FORUT's ADD program supports the build-up/strengthening of IAPA. APSA, one of FORUT's main partners is member of IAPA. FORUT was for the long the only financial contributor of IAPA's activities, (and still is?). Try to find other contributors

FORUT's ADD program contributed with about NOK 300,000 per year. FORUT and the Institute of Alcohol studies (UK) carried out a feasibility study. Built up the contacts, set up many meetings with many organizations,

**The Asia Pacific Alcohol Policy Alliance (APAPA)** is a network of NGOs committed to the development of effective alcohol policy in the Asia Pacific region. APAPA aims to work with other organizations in the region to reduce alcohol-related harm. Its objectives are to disseminate information regionally on effective alcohol policies and policy advocacy by providing a forum for alcohol policy advocates; and to advocate for international and national governmental and non-governmental efforts to reduce alcohol related harm worldwide by bringing to attention of different actors at different levels the social, economic and health consequences of alcohol consumption and related harm.

**The International Institute of IOGT–NTO in Sweden.** The International Institute of IOGT-NTO Movement is FORUT's Swedish sister organization. The international Institute supports and administers development projects in cooperation with local partners in East Africa, South and Southeast Asia and Eastern Europe. The International Institute works with drug preventive projects alongside democracy promotion, organizational development and poverty reduction. The International Institute and FORUT have for many years jointly supported ADIC and FORUT Sri Lanka's program.

**Norwegian Policy Network on Alcohol and Drugs (ACTIS)** is an umbrella organization for 26 NGOs, networks and foundations in Norway that have activities and expertise in the field of alcohol and drug problems. ACTIS was established in 2003 and constitutes the largest body of voluntary organizations in the field of alcohol and drug problems in Norway. ACTIS is mobilizing voluntary efforts towards reducing the damages resulting from the use of alcohol and drugs and focus on prevention, treatment and post-treatment care. ACTIS's focus is on assisting its member organizations in their work as well as contributing to the distribution of facts, information and research to governments and the media. ACTIS has an office in Brussels where its main task is to ensure that ACTIS is updated on political issues in the EU concerning alcohol, drugs and public health, as this is of vital importance for Norwegian politics.

## **ANNEX- 6: LIST OF FORUT-ADD PROGRAM'S PAPERS, TECHNICAL PUBLICATIONS, COUNTRY STUDIES AND THESIS**

### **Methodological papers:**

- FORUT Approach to Alcohol and Drug Prevention
- TEN STEPS: Alcohol and Drug Prevention for Development Agencies
- Assessing the Alcohol and Drug Situation
- ADD Curriculum
- ADD web site: [www.add-resources.org](http://www.add-resources.org)
- The ADD Bulletin
- Fact sheets
- Strategies to Address Alcohol Problems

### **Technical publications/papers:**

- Samarsinghe, Diyanath: Strategies to Address Alcohol Problems, FORUT, Dehiwala, Sri Lanka, 2005 (This has also formed the base for a similar publication by WHO SEARO)
- Midthun, Ingvar: "Ung og lovende", Om alkoholindustrien og jakten på de unge i utviklingslandene, FORUT, Gjøvik, 2006 (India, Sri Lanka and Malawi, på norsk og engelsk)
- Bakke, Øystein: Alcohol: health risk and development issue, in Cholewka, Patricia, and Mitra M. Motlagh: Health Capital and Sustainable Socioeconomic Development, CRC Press, 2008
- Alcohol and HIV/AIDS, paper, 2008

### **Country studies:**

- Eide, Arne H., Ibou Diallo, Ibrahima Thioub and Lajla Blom: Drug use among secondary school students in Senegal, NIS Health Services Research, SINTEF Unimed, Oslo, 1999
- Dithal, Rupa et. al.: Alcohol and Drug Use in Nepal, With Reference to Children, Child Workers in Nepal Concerned Center (CWIN), Kathmandu, 2001
- Dithal Rupa et. al.: Alcohol and Drug Use among Street Children in Nepal, A Study in Six Urban Centres, Child Workers in Nepal Concerned Center (CWIN), Kathmandu, 2002
- Rai, Abinash, Keshab Prashad Ghimire, Pooja Shresth and Sumnima Tuladhar: Glue Sniffing among Street Children in the Kathmandu Valley, Child Workers in Nepal Concerned Centre (CWIN), Kathmandu, 2002
- Baklien, Bergljot and Diyanath Samarasinghe: Alcohol and Poverty in Sri Lanka, FORUT/NIBR, Colombo, 2003

- Bøås, Morten and Anne Hatløy: Alcohol and Drug Consumption in Post War Sierra Leone – an Exploration, Fafo report 496, Fafo, Oslo 2005
- Braathen, Stine Hellum: Substance use and abuse and its implications in a Malawian context –Pilot project 1
- Braathen, Stine Hellum: Substance use and gender-based violence in a Malawian context – Pilot project 2, SINTEF Health Report, 2008

**Student thesis connected to the project:**

- Smette Ingrid: Managing Hearts, Bodies and Beauty; Young Dakar Women's Construction of Selves, Social Anthropology, University of Oslo, 2001
- Ottesen, Solveig Holmedal: Passe skikkelig, passe moderne, passe villig; Om unge kvinners alkoholbruk i Kathmandu, Nepal, Avhandling til cand. polit. graden, Sosialantropologisk Institutt, Universitetet i Oslo, Desember 2004
- Lie, Irene Prestøy: A drikke eller ikke drikke: Et spørsmål om identitet; En studie av alkoholens mening i livene til den urbane eliten i Sri Lanka sett i lys av moderniseringsprosesser; masteroppgave, Institutt for Sosiologi og Samfunnsgeografi, Universitetet i Oslo, Februar 2005

## **ANNEX – 7 – FINDINGS RELATED TO FORUT SIERRA LEONE AND ITS FIVE YEAR COMMUNITY DEVELOPMENT PROGRAM (2004-2008)**

### **OVERALL FINDINGS:**

- Most program activities are relevant for the various communities. This was also confirmed by the different organizations that the review team met with in Freetown (FAO, UNDP, WB, UNICEF, CARE etc.) but some (such as provision of seeds and tools) have to be changed in a new phase that is focusing more on long term development and less on rehabilitation
- Most of the activities of the community rehabilitation program are being implemented and completed as planned
- The program has achieved many good results at community level – new schools, drying floors, latrines, improved access to seeds, improved teaching etc. – but often they are not well documented (indicators and reports)
- Hard working committed staff;
  - limited turn over
  - dedicated to assist poor and marginalized people in rural areas
  - Committed to FORUT's vision that focus on solidarity and ADD
  - Gained extensive experience in mobilizing communities for development activities and self reliance – many have background in agriculture
  - Field staff devote most of their time (three out of four weeks) in the field living together with their beneficiaries
- Beneficiaries are involved in program preparation - by identifying their own needs, in project planning and in monitoring activities - e.g. the lead animators are monitoring the fields of the beneficiaries of seeds – and in evaluation – by participating in regular field self-assessments with project staff

### **FINDINGS RELATED TO THE ORGANIZATION FORUT SIERRA LEONE**

#### **Strengths**

- Organizational procedures have been strengthened, including:
  - Administrative procedures are being formalized
  - Recruitment of administrative officer
  - Administrative inputs (reporting, planning procedures etc.) from Norwegian consultant has strengthened the organization
  - Adoption of planning tools and reporting procedures (weekly, monthly etc.) but the usefulness of preparing and sending monthly reports to FORUT in Norway should be reassessed
- Financial management improved some during the last five years

- FORUT Sierra Leone and other actors have provided training to FORT SL staff in PRA, IPAM courses, computer training, peace and conflict resolution, (exchange visit to micro-finance institutions in Asia for 2 staff)

### **Organizational aspects that can be improved**

- Still important administrative and financial management procedures can be improved and formalized, including:
  - Procurement procedures (often there are only one proforma invoice, at times two)
  - Careful monitoring of vehicles and fuel consumption
  - Financial monitoring and reporting, including:
    - status of vendors,
    - Transportation costs
    - Frequent and more accessible financial status reports to management in FORUT Sierra Leone and FORUT Norway
- Need to further improve indicators to better monitor and document results,
  - Often output and activity oriented (no of schools, no of participants in training session) instead of outcome oriented (no of girls and boys enrolled in school, reduction in school drop-out rate, application of new methodologies by workshop participants etc.)

### **Findings related to FORUT Sierra Leone's Program Support**

#### **Strengths**

- Field staff work in collaboration with local agricultural extension agents and health staff, in particular nurses and nursing aides of the Ministries of Agriculture, Health and Education
- Many CD activities have important results for target communities and community members, including:
  - Increased agricultural harvest, and consequently improved food security, because of improved access to seeds and tools
  - Higher school enrollment because of the new constructed schools (and more and improved teaching materials)
  - Better results in school exams because of improved teaching materials
  - Increased possibilities for income making activities and savings due to the micro-finance activities
  - Several examples of local community members, in particular women, having been empowered and having improved self esteem from their involvement in FORUT's micro-finance activities



- Some examples of improved capacities in conflict resolution due to the training/awareness activities to communities
- Some strengthening of organizational skills of community leaders and community groups, including school management committee, but these should be further strengthened with more time, more resources and improved training techniques, methodologies and materials

### **Areas that can be improved**

- Further improve building/construction standards to increase sustainability of program investments such as school building, drying floors etc.
- Focus even more on maintenance needs of program investments, including more awareness raising of maintenance needs to communities, establishment of small maintenance funds for schools by communities, etc.
- Improved IEC and training/education/awareness activities to ensure a better impact of these activities (such as the current training of traditional birth attendants, outreach activities by nurse aides, HIV/AIDs awareness ). Many of the local staff of the different Ministries have very limited capacities and experiences in IEC, in outreach and training and teaching methodologies.
- Ensure that pupils in FORUT-supported schools (with latrines) are being trained in hygiene awareness, in particular hand washing.
  - Collaborate with UNICEF's WASH unit in Freetown that is developing IEC materials related to hygiene, including hand washing.
  - Ensure that the pupils have easy access to water (for handwashing) after having used latrines (currently in many schools the school children have to pump water after each latrine visit, many will not do this and many children are too small to operate the hand pumps)
- FORUT Sierra Leone staff works to a large extent in isolation (apart from collaboration with local technical staff of Ministries) and get very limited technical input from FORUT Norway and have limited collaboration with other resource organizations and development actors in the country (such as UNICEF who has an experienced team working on child protection and a WASH (hygiene and water) team, NMJD, a national NGO with extensive advocacy experience, FAO and UNDP that supports rural development projects, CARE, World Vision etc.)
- Local community organizations such as school management committees, UDC etc. need more organizational strengthening (e.g. in financial management, book keeping, organizational life etc.)
- FORUT's skill training activities for youth are questionable (few participants, limited respect for school year, opportunities after graduation are questionable). The running of such a project by FORUT itself is costly. The same project did not work well in Freetown and has many problems also at the new location at Grafton.

**Future Challenges for FORUT in Sierra Leone:**

- FORUT has no local partner
- Limited ADD work and limited ADD needs in the rural areas covered by the current program
- FORUT Sierra Leone's program is thinly spread: there are many thematic areas and most of FORUT Sierra Leone's main competencies are in agriculture, no staff has experiences in advocacy and child rights etc.
- FORUT will in future focus on: ADD, relief, child rights and

## **ANNEX 8:**

### **ASSOCIATION FOR PROMOTING SOCIAL ACTION (APSA) APSA'S MANY STRENGTHS AS A LEARNING ORGANIZATION**

(From the 2007 evaluation: "Association for Promoting Social Action (APSA) Bangalore and Hyderabad: A Critical Review of the Organization and its Programmes for the Urban Poor and Vulnerable Children" May 2007)

#### **Strengths – Conceptual and Functional Base**

- Belief in people's capacity to change their life situation themselves
- Belief in and commitment to APSA's philosophies throughout the organization
- Clarity of vision, mission and goals to all stakeholders
- Working with sensitivity and flexibility
- Using an integrated approach to meet the needs of the urban poor
- Acknowledgement of APSA's contributions
- Recognized as one of THE key players in any discussion/matters related to the child rights in the state
- Tremendous credibility and networking skills
- Effective advocacy campaign partner
- Recognition of APSA's integrity by the government and the community
- Awareness of the space within which APSA can and should work
- Paying consistent attention to the quantity, quality and depth dimensions of the work
- A persistent willingness to challenge accepted norms within all spheres in which they work
- Imagining spaces for transformative change where none exist, conceptualize those spaces, and then act to create them
- Participatory planning
- Receptiveness to the new ideas and skills and excellent internal learning
- Good training opportunities offered consistently in Bangalore
- Willingness to let go of seasoned communities
- Securing diversified funding
- Environmentally sustainable work

#### **Strengths – Strategies:**

- Strategies are planned and aligned with vision, stance on issues and goals
- Inputs of constituencies significantly contribute to the design of projects and strategies
- Recruiting staff from constituencies worked with (rather than from the pool of trained manpower in social work who often come from middleclass communities)
- Working at the micro and macro levels to meet the needs of the urban poor
- Encouraging and organizing collectivization
- Providing relevant information
- Support with negotiating red tape
- Reaching benefits from the government system to people in poverty

- Mutually supporting institutional and outreach strategies, and development, service delivery and participatory strategies
- Being prepared to take a stand against the government in favor of people in poverty "
- Being prepared to support and collaborate with the government in favor of people in poverty and marginalized sections
- Capacitates and supports individuals and institutions outside the APSA framework
- Doggedness and the willingness to stay for the long haul and see things through
- Willingness to collaborate with other organizations and individuals and draw on their strengths and resources, without compromising APSA's principles.
- Leadership styles of senior management are participatory
- APSA leadership is transformational

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