

**Evaluation of the Framework Agreement in consortium:  
Caritas Luxembourg - Bridderlech Deelen**

**Final report – executive summary (english)**

## 1 Fact sheet

Consortium evaluation context	Consortium 2011 – 2014 “Fridden an der Welt” [Peace in the World] signed by the Ministry of Foreign Affairs and the NGOs Caritas Luxembourg and Bridderlech Deelen [Fraternal Sharing]	
Consortium strategy	Contribute to social cohesion and lasting peace by improving organisation and reinforcing civil societies through the: <ol style="list-style-type: none"> <li>1. Development of solidarity mechanisms</li> <li>2. Training in and awareness raising about the human rights of individuals and groups</li> <li>3. Psychosocial counselling for victims of violence</li> <li>4. Enhancing knowledge on the promotion of peace at consortium level</li> </ol>	
Coherence of the consortium	<ul style="list-style-type: none"> <li>• Promotion of peace</li> </ul>	
Projects	Caritas Luxembourg: 8 projects	Bridderlech Deelen: 4 projects
Budget	€ 3,400,000 (€1,652,000 Caritas; €1,749,000 BD)	
Governance and control (consortium)	The consortium is monitored by a steering committee and the projects are coordinated by the management committee, which supervises the project leaders.	
Governance and control (NGO)	The project governance principles are specific to the two NGOs. They have deployed appropriate tools for administrative and financial project management. The partnership relations are seen as positive, transparent and flexible by all stakeholders.	
Contributions to the results (based on the evaluation of 3 projects)	<ol style="list-style-type: none"> <li>1. Solidarity mechanisms were established and are taking concrete shape by strengthening the social fabric.</li> <li>2. Individuals and groups were made well aware of their rights in each of the projects. This is more obvious for projects in Latin America.</li> <li>3. The Vinculos foundation is known for its experience in psychosocial support. This section is an important component of care provided to young people in Burundi.</li> <li>4. The two NGOs organised seminars and meetings with other stakeholders in this field.</li> </ol>	
Recommendations	<p><u>Consortium</u> We encourage the two NGOs to get involved in the management of joint projects.</p> <p><u>NGOs</u> As their partners in the South are very efficient in implementing action programmes, we recommend that the two NGOs go beyond project monitoring in their partnership, and proceed to rely on the organisational level of their partners.</p>	
Conclusion	The added value of opting for a consortium framework agreement compared to an individual framework agreement is perceptible in the North, but also through support actions for projects in the South. Going beyond support by implementing projects jointly will improve their added value.	



## 2 Executive summary

The Caritas Luxembourg – Briderlech Deelen (BD) Framework Agreement Consortium was formed in 2004 to promote peace. As the fundamental values of these two NGOs are those of the Catholic Church, the strategy of this third Framework Agreement is based on the principles of the “Populorum Progressio” (PP) [Development of Peoples] encyclical of Pope Paul VI, in which he stated in particular that “development is the new name for peace,” and on the Catholic social doctrine principles.

In concrete terms, this consortium comprises 14 projects for an annual budget of €850,000 or €3,400,000 over 4 years. The projects cover 10 countries on 3 continents.<sup>1</sup> They are managed by the two NGOs, depending on their specific partners. There are four projects under BD (€1,749,000) and ten projects under Caritas (€1,560,000), whilst the two NGOs endeavour for a budgetary balance. The strategic aim of the consortium is to contribute to “social cohesion and lasting peace” by supporting “civil society strengthening” programmes. Convinced that all efforts to promote peace are intrinsically connected to respect for human rights and the establishment of fair economic and social structures, the activities pursued promote solidarity mechanisms, human rights, and training for their use, whilst providing psychosocial support for vulnerable segments of the population and victims of violence. One particular feature is the strengthening of the two NGOs for the promotion of peace as an added anticipated result.

The consortium makes a contribution at several levels:

- It has made it possible to finance peace building projects, because as this matter is not enshrined in the respective framework agreements of the two NGOs, they could not proceed to actions under those auspices;
- The specific expertise of the two NGOs has had a mutually enhancing effect. Active in “continuum-contiguum” (response to emergencies, rehabilitation and development), Caritas was appraised by BD of their approaches to long-term development and partnership. For BD in turn, the contact with an emergency NGO of larger scope has enabled it to support activities in a post-conflict situation, but also to acquire the capacity to manage a substantial programme of projects, thanks to the alternating leadership and the tools provided by Caritas;
- Projects have been carried out in the field thanks to mutual technical support, particularly by Caritas to BD, concerning activities on the humanitarian front in the Democratic Republic of Congo. Other actions were initiated in a regional context. For instance, joint training schemes were organised for the partners of the two NGOs in the Great Lakes region, and cross-evaluations were also carried out on the basis of this geographic opportunity.

The consortium therefore demonstrates its influence and impact not only on the two NGOs in the North, but also through actions and initiatives in the South. Taking into account the experience acquired, the tools deployed, and the solid strategic base of the consortium, the evaluation mission considers that these two NGOs are capable of carrying out far more complementary actions in joint projects. We encourage them to proceed in this direction and to implement the most adequate structure to maximise the effectiveness of their aid and support synergies in the North.

As project management is pursued differently by each NGO, we proceeded to conduct an organisational audit of each NGO on this aspect in order to qualify the project identification, formulation, implementation and monitoring processes. The review of these management and monitoring tools and the analysis of procedures and communication tools revealed certain

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<sup>1</sup> Africa: Burundi, DR Congo, Rwanda, South Africa; South America: Colombia, Brazil, Haiti; Asia: Sri Lanka, Lebanon, Palestinian Territories.



differences between the two NGOs that have to do with their respective size, particularly the number of human resources, but also their technical means and resources and the level of complexity of the procedures (as Caritas has ISO 9001 certification). We nonetheless noted that these differences do not have a significant impact on the quality of the monitoring, because BD, having a clearly smaller number of projects, can make do with fewer resources, whereas the high number of projects at Caritas requires the latter to implement the tools that are required and necessary for efficient management. We can therefore confirm that the two NGOs have developed their specific organisation and can manage the projects in the consortium framework agreement. With regard to this audit and specifically for each of the two NGOs, we recommend that Caritas should implement its policy to rationalise the number of projects as promptly as possible, and that BD should improve its projects even more, especially the logical frameworks and particularly the definition of OVIs, assumptions and risks.

To gauge the efficiency of these different organisational levels in the field, the mission evaluated projects carried out by the two NGOs: one in Burundi by BD and two in Colombia by Caritas.

#### BD – Maison Shalom - Burundi

Bridderlech Deelen has provided support for the “Maison Shalom” (MS) in Burundi for 15 years. It started by providing care for orphans whose parents fell victim to the inter-ethnic massacres of 1993, and is now pursuing the socio-economic reintegration of young people impacted by the conflict. Its effort is still pertinent and interim results have been achieved overall. Whereas the administrative and financial monitoring is correct, we nonetheless observed that its description does not correspond fully to what is achieved in the field (efficiency), and that the unmeasured impact of certain activities, particularly youth training, stands in the way of an objective assessment of the pertinence thereof (efficacy). As Maison Shalom is intended to provide more support to communities through the establishment of cooperatives, the contents of the project should be reviewed so that it can be adapted to provide more efficacious support for this trend and to include the recommendations made during the evaluation. To that end, we recommend that BD should strengthen its partnership with Maison Shalom to keep in line with its development and to propose actions to improve the efficiency and efficacy of certain activities.

#### Caritas - SNPS/IFI – Colombia

SNPS/IFI (Secretariado Nacional de Pastoral Social/Investigación-Formación-Incidencia) [National Secretariat for Social Action/Research-Training-Impact], Caritas Colombia, is a body of the Colombian Church. It aims to build peace and give a voice to segments of the population whose rights are ignored and who are in turn unaware of their rights. It operates through a three-step approach: All projects are based on an in-depth study of the situation to define priority issues and chart the initial direction of the project (the “Investigacion” or Research component). This plan is adapted to the actual situation by IFI, then the project managers are identified and trained (the “Formacion” or Training component). The results obtained are advocated at the national and international level. Caritas Luxembourg (6 % of the total IFI budget) is part of the Colombia Work Group (CWG). This group comprises several Caritas entities that support the actions of IFI, the impact of which is overall positive in the field, particularly as regards the promotion of justice and peace, land restitution, the rights of indigenous peoples, support for victims of conflict, etc. Some planned activities cannot be carried out, however, because of a budget shortage. This deficit is due to a drop in resources, the lack of a financing strategy, and probably over-ambition on the part of the SNPS as to potential resources. We encourage the CWG, and therefore Caritas, to take these difficulties into account and to develop, together with IFI, a financing strategy in conjunction with the operational strategy. We also suggest that Caritas should take a decision about the scope of its financial support in the CWG



and, if it stays part of this project, it should initiate a discussion in the CWG about its role (consolidation and balance of the partnership with IFI, financing strategy), and its place in the new structure of SNPS currently under development.

#### Caritas – Vinculos – Colombia

Vinculos<sup>2</sup> relies on young people to change behaviour in neighbourhoods plagued by violence. Vinculos uses a psychosocial and systematic approach and is moreover recognised as an important actor in this field. Caritas Luxembourg supported a project in the El Codito district from 2004 to 2012, implemented by this NGO. The targeted results of the last phase (2010-2012) were achieved and young people formed a group called “Voces San Atajos” which took over most of the activities. Like SNPS/IFI, Vinculos lacks the resources to achieve its ambitions and to play the role that it could, given its expertise. We believe that more substantial support must be provided for several reasons: to enable the NGO to remain independent from the powers that be, consolidate its expertise on the psychosocial front, strengthen the existing network with its experience, and bolster its image nationally and internationally. We therefore encourage Caritas Luxembourg to get more involved in the partnership so as to provide solutions to these problems faced by Vinculos.

By way of summary of these three evaluations, we recognise that the projects incorporate the consortium’s strategy, and that the tools and procedures which cover mainly the administrative and financial aspects can actually secure an effective monitoring. We nonetheless note that these same partners have weaknesses. These weaknesses do not concern their basic action, strategy or managerial capacity, but their structure, means and resources. Another similarity: they are all in a process of change that could prove critical for their future. These specific weaknesses are not much shared with their partners in the North, however, most likely for intervention reasons. Overall, given the capacities shown by these partners in terms of strategic vision but also management, we encourage Caritas and BD to get involved in their partnership at other levels, i.e. to tackle the problems encountered by their partners not only in supporting projects, but also in terms of their structure, operational resources, position in the national context, etc., and to establish broader cooperation arrangements. The development of fair, and above all, mutually supportive partnerships is enshrined in the 6<sup>th</sup> Istanbul principle<sup>3</sup> with particular emphasis on the fact that negotiations of partnership agreements must be conducted separately from those relating to financing contracts, i.e. administrative aspects.

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<sup>2</sup> Vinculos: in this text, “Fundación Vinculos” [Vinculos Foundation]

<sup>3</sup> CSOs are efficacious development actors when they undertake, together with other CSOs and other development actors, to maintain transparent and free relations as equals, based on common development values and objectives, mutual respect and confidence, the autonomy of each organisation, advice and support in the long term, solidarity and world citizenship.