



LE GOUVERNEMENT  
DU GRAND-DUCHÉ DE LUXEMBOURG  
Ministère des Affaires étrangères  
et européennes

Direction de la coopération  
au développement et  
de l'action humanitaire

# **Evaluation of six development NGOs accredited by the Ministry of Foreign and European Affairs of the Grand Duchy of Luxembourg**

## **Synthesis report Action pour un Monde Uni (AMU)**

EVAL/2013/01

Extract of the final version dated December, 24 2013 :  
Fact-sheet and Executive summary

*In 2013, the Directorate of Development Cooperation and humanitarian action of the Ministry of Foreign and European Affairs commissioned an independent evaluation of six development NGOs accredited by the Ministry of Foreign and European Affairs of the Grand Duchy of Luxembourg, included the NGO Action pour un Monde Uni. The evaluation was conducted by the consortium Artemis/Insyde. The Ministry publishes below a summary of the main results of this exercise.*

*Observations, assessments and recommendations expressed in this document represent the views of the evaluators and do not necessarily reflect those of the Ministry.*



### FACT-SHEET

AMU	Established in	Accredited in	Co-financed since	Previous evaluation
	1992	1993	1994	NO
Missions	Promote a form of humanity where all people can live in a world of justice and peace Promote dialogue between people from different cultures Provide real support for projects contributing to the development of people and populations			
Axes of intervention	Building of training and health infrastructures, sometimes combined with training programs. Organisation of training programmes independently to buildings. Energy and water supply networks. Prevention and combat against drugs or AIDS.			
Financing tools	Co-financing, own capital			
Strategy	Definition in progress. Foundation: promote a spirit of donations			
No. projects	6 co-financed projects in progress			
No. sectors	Undetermined			
Budget	€1,131,058			

Results	Strengths/Opportunities	Weaknesses/Risks
Organisational & structural audit	Good cohesion and dynamics on the executive board, which was "renewed in continuity", working on the basis of strong shared values	Insufficient involvement of executive board in project monitoring (with the exception of complex projects). Insufficient supervision of permanent staff by the executive board
Strategic & operational analysis	Strategy being defined	Geographic and sector-based diversity
Evaluation of a sample projects	An implicit policy in the field, consistent with the principles of balanced and supportive partnerships...	... but which is not yet systematically applied in the field
Accounting & financial analysis	Adequate capital to meet commitments for the co-financed projects	No systematic call for tender procedures when purchasing goods

#### Conclusions

AMU is a young and dynamic NGO which has successfully renewed its executive board on the basis of strong values and the principle of participatory democracy. AMU is currently considering its situation and evolution in terms of strategy, but also in terms of its working methods and internal operation. The NGO must face a certain number of challenges in relation to transfer of funds to partners and reporting procedures for the MAE, as well as the capacity building of its partners to increase their autonomy and the preparation of project exit strategies.

#### Main recommendations

Short term	Define with their partners their needs in terms of capacity building
Medium term	Reinforce the monitoring and reporting system from the partners to AMU
Long term	Continue to define a clear and consistent strategy balancing the benefits and drawbacks of geographic and sector-based concentration







## EXECUTIVE SUMMARY

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### 1 The mandate

This work has been carried out in the context of the services contract granted to Artemis in consortium with the company, InSyDe, to evaluate 6 NGO that benefit from financial aid from MAE either through co-financing or framework agreements. This evaluation had two precise aims: assess the capacity of AMU to effectively and efficiently organise the projects supported by MAE and assess whether the special partnership (co-financing) concluded between MAE and AMU is relevant and suitable. Four operations were carried out simultaneously for this purpose:

-  An organisational and structural audit
-  An evaluation of the strategic and operational approach
-  An “traditional but limited” evaluation of a sample of 5 projects.
-  An accounting and financial analysis of a project.

### 2 The NGO evaluated

Action pour un Monde Uni (AMU) was founded in October 1992 and accredited as an NGO in 1993, and aims to:

-  promote a form of humanity where all people can live in a world of justice and peace;
-  promote dialogue between people from different culture;
-  provide real support for projects contributing to the development of people and populations.

AMU is officially an "initiative" created in Luxembourg by the Focolare movement.

### 3 The approach and methodology implemented

The improvement of the quality of interventions is the central concern of the work of evaluation. It is not a case of rating the actors involved but of helping them reviewing their practices, not only in their relations with MAE who finances them, but also in terms of their relationship with local partners who are implementing the projects in the field. The work of evaluation is an integral part of the project and is one of its "natural" stage.

Work was launched in April 2013 with a meeting of the Steering committee between MAE, the NGO and the evaluation team. It was followed up by a documentary study (documents gathered from the NGO) and by a series of meetings at the head office of the NGO with the permanent team and the members of the board. This first part of the work was the subject of a discussion with MAE and the NGO in July. The missions were organised in the field in August (Argentina) and in September (Tanzania).

This report is the synthesis of all the above.

The Artemis/InSyDe consortium mobilised several experts to contribute to the work on the organisational and strategic aspects (Marc Roure), on the project aspects (Argentina: Milene Orbegozo, Erica Gomez; Tanzania: Kefa Masige, Sospeter Kamugisha and Virginie Kremer), on the accounting and financial aspects (RSM Audit) and on the overall synthesis and general coordination (Sandrine Beaujean).






#### 4 The results of the evaluation

**Organisational and structural audit.** In 2008, thanks to the integration of old and new members, AMU managed to renew its executive board based on strong values and a group-based operation system. AMU employs two part-time permanent staff (one full-time equivalent), who manage the activities of the NGO on a day-to-day basis. While communication between the bureau and the executive board is good, it would however appear necessary to better define how tasks and decision-making powers are shared out between these two bodies. In Luxembourg, AMU organises various events and initiatives to ensure that the Luxembourg population is aware of its actions. AMU generally sends one young volunteer out into the field per year.






**Strategic and operational analysis** AMU is currently considering how to explicitly formalise its strategy and its approach in the field. The implicit strategy of AMU is based on a wide diversity in terms of countries and sectors of intervention, the basis of AMU's motivation. The implicit policy implemented by AMU in the field reflects its willingness to "reinforce the capacities of and transfer responsibility to partners in the south, by involving public authorities at local and national level, in order to guarantee the sustainability of development projects". Field visits demonstrate that this policy is not systematically applied, and strongly depends on the capacities of the partner, but also on the complexity and scale of the project.

**The "traditional, but limited" evaluation** of the 5 projects visited in the context of the mission is resumed below based on the 5 evaluation criteria of the CAD/OECD. A colour code is assigned to each criterion based on the level of achievement (green for fully achieved/guaranteed, orange for partially achieved/guaranteed and red for not achieved/guaranteed).






**Argentina: Establishment of a community sports centre in the Villa Albertina quarter, Buenos Aires, Argentina (Phases 1 and 2)**

Relevancy 	In response to a real requirement of beneficiaries in the quarter in question.
Effectiveness 	Some of the objectives and activities of phase 1 (sports and refereeing school) have only partially been completed. Some aspects of the infrastructure must be modified. Revise the definition and number of beneficiaries.
Efficiency 	Inadequate monitoring system. Acceptable cost/results ratio. The centre is currently open 2 afternoons per week while the centre was open 4 days per week up to end-2012 (source: most recent intermediate report for the NGO).
Impact 	This aspect is difficult to assess due to the lack of indicators. Witness statements on the positive effects on the young people who attend the centre (education and social integration)
Sustainability 	No real contact with the Municipal authority. The inadequacy of the infrastructure may prevent the centre from becoming a reference centre supported by the Directorate of the Centre of Physical Education.

**Tanzania: Paediatric centre, Kajunguti**

Relevancy 	Meets the need to improve the quality of healthcare provided to children. Integrated in the Master Plan of the partner, currently being developed, itself in line with local policies.
Effectiveness 	Works in progress and well underway. Will depend on the allocation of doctors by the government. One point to improve: waste management.
Efficiency 	Quality infrastructure. Price per square metre below market rates.
Impact 	Potential positive effect on the rate of infant mortality and the quality of health services in the area.
Sustainability 	Technical capacities of the local partner. Integration in the development plan.

**Tanzania: Water and solar energy (Phase 1) and Solar energy (Phase 2)**

Relevancy 	Original requirement = improved access to water. Phase 1 aimed to meet this requirement. Phase 2 corrects the weaknesses of Phase 1 and focuses on energy. Water is no longer part of this second phase, but should be subject to a specific project, currently under discussion.
Effectiveness 	Phase 1: partially effective (no improved access to water (excluding a water source at Kandegesho) and some of the beneficiaries of the solar energy project are supplied with electricity <sup>1</sup> ). Phase 2 seems to be well underway.
Efficiency 	Impossible to guarantee that defective batteries will be replaced. Imported equipment. The matter of local maintenance for the equipment should still be settled.
Impact 	Improved health care services and working conditions for students and their teachers. Local economy boosted. Reduction in theft. Due to technical limitations, only 25% of village inhabitants can access energy (which, according to AMU, corresponds to the percentage having requested energy).
Sustainability 	Phase 2 will include an attempt to consolidate the results of Phase 1. A certain number of questions and risks must still be considered to guarantee the long-term success of the project.

**5 Conclusions and Good Practices**

AMU is a young and dynamic NGO. The members of the executive board work as a team and reach decisions and set strategic guidelines as a group. AMU employs two permanent staff, who mainly work independently. AMU is currently defining its strategy, the NGO is keen to continue covering a wide range of both geographic areas and sectors. The NGO wishes to take advantage of its international support network.

The philosophy of AMU, "spirit of donation", and its purpose, "enable the most deprived to look forward to a better future", are reflected both in its initiatives and relations between the NGO and its partners. AMU declares that it also intends to maintain a field approach aiming to "reinforce the capacities of and transfer responsibility to partners in the south, by involving public authorities at local and national level, in order to guarantee the

<sup>1</sup> The evaluation mission was organised when the new batteries were installed, the Sisters and village inhabitants probably once again have access to electricity at the time of writing.

sustainability of development projects" This policy is entirely aligned with the principle of balanced and supportive partnerships. A certain number of limits still apply in the field, affecting the implementation of this implicit policy, as the reinforcement of capacities is not yet systematically considered, the ownership of projects by partners has limits, and the involvement of local public authorities is still minimal. AMU ensures permanent and open communication with its partners. It has not been possible to check the mutual nature of this communication in all cases.

By authorising NGO to manage projects on behalf of other associations, MAE encourages NGO to set up operations in Luxembourg and provides small national NGO with access to MAE funds. MAE therefore promotes cooperation between NGO by reinforcing the resources of NGO with a project delegation arrangement. AMU should now demonstrate its ability to reinforce the capacities of other associations or NGO in the north. Project delegation means that AMU can indeed be held liable, while being dependent on its partners in the north for the management of local partners and projects.

The own capital of the NGO enable it to meet commitments for co-financed projects and to advance funds to partners.

<b>Good practices</b>
<p>Breakdown of the use of unallocated donations:</p> <ul style="list-style-type: none"> <li>- 50% allocated to the project reserve fund</li> <li>- 20% allocated to the humanitarian assistance fund</li> <li>- 20% allocated to the spontaneous assistance fund</li> <li>- 10% allocated to the commitment fund for young volunteers (SNJ)</li> </ul>

## 6 Recommendations

<b>Recommendations</b>
<p><b>Strategic</b></p> <p>Continue defining a clear and coherent strategy. Critically analyse the benefits and drawbacks of a sector-based and geographic concentration.</p>
<p><b>Organisational and structural</b></p> <p>Improve the definition of how tasks and decision-making powers are shared between the executive board and permanent staff.</p>
<p><b>On projects and partnerships</b></p> <p>Review the conclusions and recommendations of this evaluation with local partners and define any plans for improvements on this basis.</p> <p>Evaluate the capacities of local partners, jointly with these partners. On this basis, define a strategy to reinforce capacities and identify means of preparing for project withdrawal.</p> <p>Continue and ensure the systematic application of the policy recently launched aiming to establish letters of commitment between AMU and the local partner and/or the local consultant.</p> <p>Increase requirements in terms of the reports submitted by partners to AMU, ensure these partners are aware of the need for regular monitoring and the due transfer of information.</p> <p>If projects are managed on behalf of another organisation in the north, check that commitments to MAE are passed on to the local partner, in the form of a partnership agreement or any other appropriate means.</p>