



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 Minister of Foreign and European Affairs of the Grand Duchy of Luxembourg**

## **Synthesis report of the evaluation NOUVELLE PRO NINOS POBRES (N-PNP)**

EVAL/2013/01

Extract of the final version dated November, 15 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 Nouvelle Pro Niños Pobres. 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

N-PNP	Created in	Accredited in	Framework agreement since	Co-financed since	Previous evaluation
	2004	2005	2001 (PNP)	-	Yes (2008)
Missions	Provide financial aid to organisations and institutions in Latin America which serve children				
Axes of intervention	Support local NGO and local organisations in the urban and semi-urban areas				
Financing tools	Donations				
Strategy (AC4-2011/2013)	Directing aid directly to street children and supporting interventions to keep them off the street (education and professional training). Additional axis aimed at families, particularly mothers.				
No. projects	20 projects (12 large – from €50,000 to €223,000 - and 8 small – from €10,000 to €45,000)				
No. sectors	4 – protecting rights, preventing social risks, basic education and professional training for children and adolescents				
Budget Implementation rate	€ 2,413,352.22 (of which 80% from the Ministry of Foreign Affairs) Regular payments to partners according to the working plan. All funds available will therefore be given out at the end of the framework agreement				
Results	Weaknesses / threats		Strengths / opportunities		
Organisational & structural audit	Slowness of the decision-making process and no arbitration of internal conflicts and tensions. Flagrant lack of coordination.		Competences of the project director and strong involvement of the members of the board. Substantial donation received in 2008		
Strategic & operational analysis	Ultimately, disengagement without any real strategy. Ageing of members of the board. Decrease in donations		Simple and clear aid development strategy.		
Sample evaluation of projects	Renewal of projects for AC4 request, without sufficiently deep prior analysis of the context		No new partners in AC4		
Conclusions					
<p>Five years after a very favourable evaluation in 2008, N-PNP is in the course of ending its activities gradually and by calling upon the resources that a new request for a framework agreement with the Ministry of Foreign Affairs will bring, to prepare the partners for the ultimate disengagement. It should be emphasised that the main recommendations of the evaluation in 2008 were the subject of monitoring, particularly concerning the relationship with the local partner evaluated (Contexto). On the other hand, at a more global level, certain recommendations have not been followed up with specific effects and the weaknesses identified at the time (ageing of the members of the board, decrease in donations and technical dependency) are the main causes today that have led to the decision by the board to put an end at the activities.</p>					
Principal recommendations					
Short term	Arbitrating and managing the current tensions within the team and strengthening it. Revisiting the approaches to the projects of AC4 in particular with the OPN and Emaus partners (taking into account the development of the local contexts)				
Medium term	Installing a common information platform, shared between permanent members of the team. Re-working the logical frameworks for the projects (beneficiaries and objectives)				
Long term	Regularly revisiting the conditions of disengagement with partners (targets in terms of autonomy and development for each of them)				






## EXECUTIVE SUMMARY

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### 1 The mandate

This work has been carried out within the framework of the service contract granted to the company, Artemis, in a consortium with the company, InSyDe, to evaluate 6 NGOs benefiting from financial aid from the Ministry of Foreign Affairs either through co-financing or via framework agreements. The evaluation work had two precise objectives: assessing the capacities of N-PNP to effectively and efficiently implement the projects supported by the Ministry of Foreign Affairs and assessing whether the particular relationship of the partnership (framework agreement) between the Ministry of Foreign Affairs and N-PNP is useful and adapted. To do this, three operations have been carried out simultaneously:

-  An organisational and structural audit
-  An evaluation of the strategic and operational approach of the NGO
-  An evaluation of a sample of the project.

### 2 The NGO evaluated

N-PNP, which was set up in 2004, is the successor of PNP<sup>1</sup>, the NGO having gone into voluntary liquidation since then, and intervenes in Latin America to bring support to street children and adolescents. The framework agreement in progress covers 20 projects and 4 areas of intervention: the protection of children, the prevention of social risks to children, basic education and professional training. The intervention topics have been detailed since the 2008/10 framework agreement. The NGO has just lodged a proposal for a new framework agreement for a duration of 5 years with a reduced number of projects (14 instead of 20) and without opening it up to new partners. This is a framework agreement of disengagement since the board of N-PNP took the decision to terminate its activities at the end of this last framework agreement. The NGO has already been the subject of an evaluation carried out by InSyDe in 2008.

### 3 The approach and the methodology implemented

The improvement of the quality of interventions is the central preoccupation 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 relationship with the Ministry of Foreign Affairs 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 cycle and it is one of its “natural” stage.

Work was launched in April 2013 with a kick-off meeting between the evaluation team, the Ministry of Foreign Affairs and the NGO. 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 the Ministry of Foreign Affairs and the NGO in July. The missions were then organised in the field in August (Brazil).

This report is the synthesis of all the information above.

The consortium Artemis / InSyDe has mobilised several experts to feed the work on these organisational and strategic aspects (Marc Roure), on the project aspects (Edneia Gonçalves and Joke Oranje) and to bring together all information (Thierry Paccoud).

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<sup>1</sup> PNP was set up in Argentina in 1964 to bring support to children and adolescents coming from the poorest strata of society and who are at grave social risk.

## 4 The results of the evaluation

The board of N-PNP finally made a decision in June 2013 to ultimately terminate its activities (in the next 5 years). This is the result of long deliberations which created tensions within the permanent team and it is a relief for all members of the board who no longer have the strength and energy to pursue their activities. The NGO understands how to fulfil its social obligations with its permanent staff, and humanitarian obligations with its partners in Latin America. This is why it requested a new framework agreement with the Ministry of Foreign Affairs in September for a period of 5 years. The desire is to maintain its support with a reduced group of partners while working with them on a strategy of disengagement. If certain avenues are given in the presentation of the projects of the new framework agreement, this consists of avenues only rather than a reflected and articulated exit strategy. The examination of project files and budgets for the new framework agreement for partners which have been covered by the evaluation led to the realisation that there has not been any in-depth review work on the development of social and political contexts, nor on the requirements for strengthening the partner capacities.

The technical workings of the NGO have suffered through several years of dysfunction, which were known by the board but which have not been the subject of actual regulation up to now. The problems are to be found at the level of cooperation and the circulation of information between the members of the permanent team. This has put the effectiveness of the NGO at risk, as well as important contributions from volunteers, which were provided by certain members of the board for the administration. The NGO is gradually losing its base of supporters and donors without having had the opportunity to replace these from other sources of funding. The NGO accounts have been in the red for three years, the 2012 exercise ending with a deficit of EUR 60,000 (2/3 of the amount of donations received). The NGO has only survived thanks to a special donation received in 2008. Internally, the logical framework is well mastered and serves as the basis of work with local partners.

Visits to two projects supported by N-PNP in Brazil have shown that the partners are not totally in phase with development in the local context. The welcome that OPN offers to the most disadvantaged children involves fewer and fewer cases. However, N-PNP proposes to accompany the project such as in the new framework agreement. The approach of the local authorities is increasingly directed today towards the integration of these young people into society and the labour market. The interventions of Emaus are going more and more in this direction but they are developing outside of all contact with the local authorities. The budgets allocated to these two projects / partners in the proposal of the new framework agreement are dedicated to the essentials of covering the operating costs and there is little room for investment and the strengthening of capacities.

## 5 Conclusions and good practices

Five years after a very favourable assessment in 2008, N-PNP is in the course of ending its activities gradually and by calling upon the resources that a new request for a framework agreement with the Ministry of Foreign Affairs will bring, to prepare the partners for the ultimate disengagement. It should be emphasised that the main recommendations of the evaluation in 2008 were not followed up with tangible effects and that the weaknesses identified at the time are the main causes behind the decision of the board to end the activities, particularly with regard to the technical strengthening of the permanent team, the dependence on the expertise of the project director and the renewing of the members of the general assembly and the board.

There has not been a clear definition of the exit strategy, as demonstrated by a rapid examination of the project files and budgets prepared in the request for the new framework agreement, even if this is a major concern for the permanent technical team and the board. The good practices that have been presented below are only sufficient for an in-depth common review developed with the partners in the next 5 years and the consequences of N-PNP's disengagement. The avenues

have not been stated for now and have not been examined in detail. The priority has been set by N-PNP to respect the timings for presenting its proposal for the new framework agreement. It is to be hoped that this detailed examination will nevertheless be made rapidly with the partners and that a disengagement strategy will be formulated effectively for each of the projects.

### Good practices

The method followed by Nouvelle PNP to identify, formulate and plan its projects by very closely involving the beneficiaries upstream, seems exemplary to us compared to some other NGOs evaluated (particularly the local NGOs in Luxembourg). This good practice enables efficient management of the risks that are inevitable in the life of a project, especially thanks to the adoption of the project by its beneficiaries, right from its conception. To achieve its full effect, this method must enable (i) regular joint revision of the context and priorities for intervention and (ii) sharing and exchange of good practice between projects.

## 6 Recommendations

### Recommendations

#### Strategic

The desire is for the implementation of the new framework agreement to include a more in-depth review with partners of the exit strategy of N-PNP. This review has not taken place at the preparation of the projects in the framework agreement, which incorporates no specific element on this point (priority for support and strengthening local partner capacities in particular). The main commendable objective of N-PNP has been to make the proposal in the time given (September 2013) in order to avoid too great a delay in the financing for local partners. More specifically, the approaches to the two projects evaluated should also be discussed once again, in the light of the development of the local context and politics.

#### Organisational and structural

Respect the procedures and selection rules for the partner and project, in order not to make incoherent decisions on the strategy in the absence of the project director.

Put in place an IT platform shared between the permanent staff, accessible to those in the office, before the person who will replace the current project secretary joins, in order to end the current difficulties of coordination and the exchange of information between permanent staff.

Arbitrate and manage current tensions within the permanent team, who must be able to cooperate with perfect transparency and mutual confidence to work effectively and clean up the atmosphere to enable good working conditions for new permanent staff to be recruited in 2014.

The checking of invoices presented for payment has not been formalised and the two administrators add their signature "on trust". We suggest giving a signature or a marking on the invoices to indicate verification and that the invoice is deemed to be "factual".

#### On projects and partnerships

Based on the frustrations met in Peru by another NGO from Luxembourg, we suggest recording partnership agreements before a notary, which would appear to be obligatory to enforce the law in the event of legal action. NGO coordination structures (circle) and support (technical assistance office) must be mobilised in Luxembourg in order to share experiences and master the competences required (in a legal sense in particular) to offer adequate solutions.

To make it easier for anyone concerned to use a mission report (board, Ministry of Foreign Affairs), we recommend presenting a global statement on a page for each project, giving details of progress, respect of deadlines and budget, and the plan of action identified to rectify it, as is the case for project management in the organisations.

Re-work logical frameworks for projects after a detailed analysis of their contextual circumstances, in order to re-adjust the beneficiaries and objectives. As a reminder for the strategic recommendation, ensure that the requirements in terms of social networking and professionalisation of partners have been explained well.

Discuss and promote with Emaus the idea of financing an audit with the objective of modernising the management methods of the NGO and aligning their work on the government's social protection system.

More specifically, carry out the training that the OPN partner requires with regard to leadership and organise technical assistance based on data for monitoring the effectiveness of their methodological innovations.