



Organisational Performance Review of Norwegian Olympic Committee and Confederation of Sports

Norad

Norwegian Agency for Development Cooperation

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Layout and print:

ISBN 978-82-7548-230-1

ISSN 1502-2528

Organisational Performance Review of Norwegian Olympic Committee and Confederation of Sports

Oslo, July 2007

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Acronyms

FFA	-	Football for All
KAO	-	Kicking AIDS Out
MFA	-	Ministry of Foreign Affairs
NFF	-	The Football Association of Norway
NIF	-	Norwegian Olympic Committee and Confederation of Sports
NSCZ	-	National Sport Council of Zambia
SADC	-	Southern Africa Development Committee
SCORE	-	Sports Coaches Outreach
SiA	-	Sport in Action
SRC	-	Zimbabwe Sport and Recreation Council

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CHAPTER 1: INTRODUCTION

1.1. Background

Norad has decided to review the organisational performance of major Norwegian NGOs providing humanitarian and long-term development support to countries in the South. Norwegian Olympic Committee and Confederation of Sports (NIF) is funded by Norad and the Ministry of Foreign Affairs. NIF and Norad have a multi-year frame agreement for the period 2004-2007. NIF did in 2006 and 2007 receive an annual grant of 8 Million NOK.

This desk review has been initiated by Norad focussing on NIF's long-term development activities and not projects funded by MFA. Findings and conclusions will be used in the dialogue about a new cooperation agreement between Norad and NIF from 2008.

Norad has prepared a generic Terms of Reference covering the assessment of the organisation in Norway and cooperation with partners in the South. However, this review is more limited in scope. Data and information are mainly collected from available written material and interviews with key personnel in NIF and NFF in Norway (Appendix 1).

1.2. Purpose and Methods

According to Terms of Reference the purpose of the review is to examine NIF's ability to provide effective aid. By effective aid is meant:

- Cost efficient use of funds.
- Results in accordance with approved plans.
- Relevance to final recipients.
- Ability to achieve its own goals.

In other words, this review shall not evaluate the performance and results of individual programmes or projects, but assess NIF's ability to achieve effective aid given its available financial, human resources, tools and working methods. The review is focusing on NIF, but includes also a separate chapter on the Football Association of Norway since this is the only association with its own projects funded by Norad. As such the major conclusions refer to NIF and since NFF is a member of NIF – also to NFF, but we have not looked at the activities and work of NFF in any detail.

After an overall assessment, Norad should be able to:

- Determine whether the organisation has the required systems 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 partners and final recipients 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.

There are several limitations in this report. The other assessments of Norwegian NGOs have included visits to partners in the South and more time has been available. This is a desk review – more limited in time and scope, but it benefits from the fact that the author has carried out a review of the Kicking AIDS Out (KAO) network and programme with case studies from Tanzania and Zambia (Stein-Erik Kruse, “Is Sport and Effective Tool in the Fight Against AIDS?”, October 2006).

There is a lack of supporting quantitative data in particular about results from most of the projects – mainly due to limitations in the monitoring and evaluation system. Most data and information come from interviews – in other words qualitative perceptions about performance.

Despite such limitations, data and information are collected from several sources and cover a broad range of issues. We don't claim that the whole truth about NIF is presented in this report, but an important part of it.

1.3. Sport for Development

The power and potential of sport has increasingly been recognized by the international development community – making NIF a gradually more interesting and important actor in Norwegian development cooperation. The UN dedicated 2005 as the year to promote development through sports and physical education in order to achieve the Millennium Development Goals (MDGs).

The international debate on sport and development has also reverberated in Norway. The Norwegian Government prepared an overall strategy for the role of sport and culture in development cooperation in 2004. Sport is seen as a human right, as having an intrinsic value and being a tool for achieving peace and development, and thus also the Millennium Development Goals.

The Norwegian Government believes that the nature of sport makes it a versatile and practical tool for achieving the MDGs because:

- Sport has a positive effect on health and reduces the probability of contracting disease.
- Sports programmes are effective instruments of social mobilisation and can be used to supplement development related activities such as HIV/AIDS information campaigns and vaccination programmes.
- Sport can be an economic driving force by creating jobs and thus stimulating jobs at the local level.
- Sport provides important opportunities for voluntary work.
- Participation in sport and other outdoor recreation activities often promotes awareness.

It is emphasized that sports has an intrinsic value. On the other hand, sport is believed to have a broad range of positive effects:

- Sport strengthens physical and mental health and creates valuable social bonds.
- Sports offer an arena for play, participation and self-realization which is particularly important for young people.
- Sport is an alternative to drug and crime.
- Physical activity through sport in schools leads to improvements in academic results.
- Sports promote social integration, dialogue and tolerance.
- Well organized sports activities are practical and cost-effective means of reaching peace and development goals.
- At its best, sport is an arena for learning and practicing democratic cooperation.
- Many of the values associated with sport are relevant to conflict resolution and peace efforts. They teach the participants respect, honesty, empathy and the importance of having rules, and improve their communication and cooperation skills.
- Sport can promote trust and respect between people.
- The use of sports is a good example of society building from below.

At the end of the report, the importance of having realistic expectations about what can be achieved through sports is discussed briefly. It is said that sport is no guarantee for peace and development, nor a blueprint for solving major social problems. Many sports involve competition and fighting, and the language of sport often emphasizes confrontation and conflict.

CHAPTER 2: NORWEGIAN CONFEDERATION OF SPORTS

2.1. Background

The Norwegian Olympic Committee and Confederation of Sports is the country's largest voluntary organisation, and more than one third (1.8 Mill) of the population engage in sport in different ways. The 12 300 member clubs are traditionally formed by friends, by fellow workers, or simply by people who find a mutual interest in one or more branches of sport. Democratic elections and traditions are integral parts of the life of all of these clubs. The various clubs established sports federations to coordinate and develop their common sport.

The federations together with the regional organisations formed the Confederation of Sports in 1861. Today, the organisation is known as "Idrettsforbundet", formally as the Norwegian Olympic Committee and Confederation of Sports (NIF).

NIF started with development cooperation in Africa in 1984. A pilot project "Sport for All" was initiated in Dar es Salaam in Tanzania. After five years "Sport for All" was introduced in Zimbabwe and Zambia with a shift in approach – from providing equipment and facilities to transfer of competence and organisational development. Local Sport for All committees were established in Harare and Lusaka, people were trained as club leaders and coaches and the work was based on principles of voluntarism. In 1993 an agreement was signed with the National Sports Council in South Africa – later the National Olympic Committee and with SCORE as the implementing organisation with a focus on exchange of youth between North and South.

2.2. Identity and Strategy

In its general policy document (Strategy for Sport and Development 2003), NIF presents the overall vision and purpose for its involvement in development cooperation. Sport is seen as valuable for the individual, the community and society. Sport has a value in itself through appreciation of physical activities and a positive social environment. Development and strengthening of sports organizations is therefore an overall aim for NIF, but sport is also a means to support development in cooperating countries.

Participation in sport offers the participants an introduction to and an opportunity for practicing democracy. By supporting leadership development, strengthening the capacity of small local sport clubs with voluntary members, sport becomes much more than football, netball and athletics. HIV/AIDS is seen as an important challenge – using sport as a method to prevent spreading of the virus and avoid stigmatization of those infected.

There are basically two documents presenting the objectives and strategy for NIF's international development cooperation:

- (a) A brief strategy document from 2003 ("Idrettens utviklingssamarbeid 2004-2007") and
- (b) The Multi-Year Application to Norad for 2004-2006.

The Strategic Plan does emphasize that sport is built on a universal language with a positive impact on the development of health, democracy, education and equity. It does also reflect a basic principle in Norwegian development cooperation – local ownership – that all activities should be managed and implemented by African organisations.

The overall aim for NIF's development cooperation is *“to develop sports organisations in partner countries to become health promoting and democracy building actors in society”*.

The more specific objectives are:

- Offer education and competence building for coaches, leaders and participants.
- Enhance competence about development cooperation in NIF.
- Increase number of local organisations using sports as a method in their health promoting and democracy building activities.

Strategies for achieving such aims are:

- Build the administrative competence and capacity among partners.
- Involve women in capacity building and decision making.
- Focus on marginalized groups.
- Ensure that sport for children and youth include all irrespective of gender, ethnicity, political affiliation and achievements.

In the Multi-Year Plan to Norad the goals are:

- Contribute to sport development within partner countries.
- Use sports as a means to promote healthy life styles at community level.
- Influence the incorporation of democratic principles and good governance within the sport structures of partner countries.

The expected results or indicators of success are:

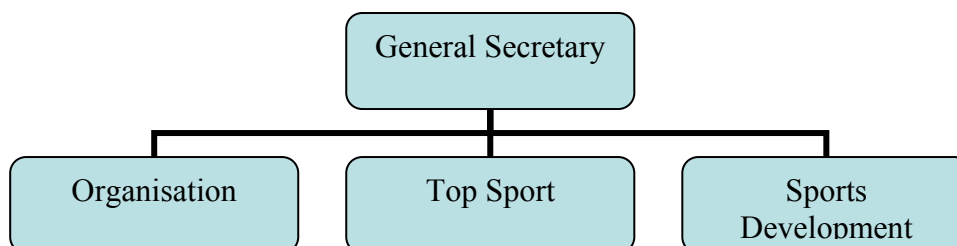
- Enhanced administrative capacity of partner organisations.
- Increased number of sport clubs in local communities.
- Increased number of sport structures using sport as a development tool.
- Increased proportion of women in leading positions, especially in local sport structures.
- Targeted sports disciplines that are inclusive of all children and youth.

Children and youth are explicit target groups. There is a deliberate effort to involve more girls and women – and also focus on the disabled.

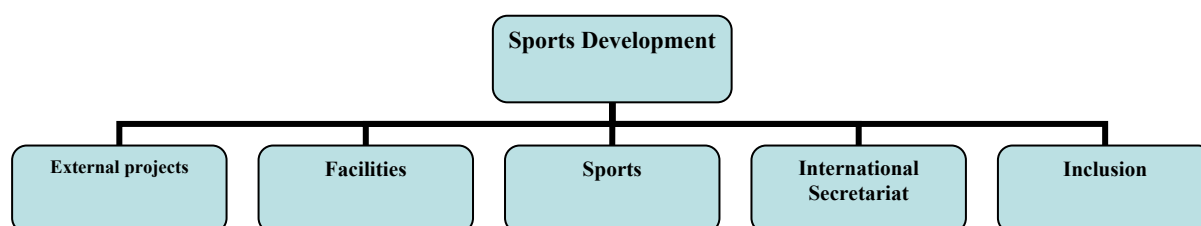
Governance and Leadership

The general assembly of the Confederation consists of representatives from the associations and regional bodies, and gathers every four years to draw up objectives and strategies, to pass sport laws and to elect the Board of Sports. The Board is headed by a President.

NIF's Secretariat is organised as follows:



The International Department is placed under Sports Development:



There is no separate Board or Committee for the International Secretariat – meaning that NIF's national Board is the governing board for all issues related to international cooperation. The Head of the International Secretariat report to the Director for Sports Development, but communicates mostly with the general Secretary on international issues.

The new President of NIF including the Board provides moral and financial support to NIF's development cooperation, but the Board does not play any significant or substantive role in providing direction and taking operational decisions. The Board approve all relevant policy documents and annual budgets, but not Norad applications, selection of new partners and projects, etc.

2.3. Systems and Resources

Planning and Reporting Systems

All partners submit plans and proposals to NIF and were also involved when the multi-year plan to Norad was prepared in 2003. Based on annual indicative figures from NIF annual work plans and budgets are prepared. There are no written contracts between NIF and partner organisations which clarifies mutual rights and obligations. The International Secretariat makes all decisions pertaining to selection of new partners and approval of plans and proposals.

NIF's Finance Department is responsible for financial management and systems are established for financial monitoring. All partners and projects are audited locally. NIF has not experienced any serious examples of financial irregularities or corruption – except for one case in Zimbabwe some years ago which was detected and managed by the local partner. Special anti-corruption measures are not introduced. NIF is well aware of the temptations that donor funds represent to local partners, but believe that close and long-term collaboration

provides sufficient insights and helps to avoid misuse of funds. In other words, NIF believes that its long-term partnership, close communication and regular follow up are the best measure to prevent corruptive practices.

Each partner submits annually a plan and budget which is the basis for the first transfer in February. A biannual narrative and financial report (due in July) has to be submitted to NIF before the second transfer is made. The annual narrative and financial reports are submitted at the end of the year and used as the basis for reporting to Norad.

There is no special format for plans and proposals, but reports follow the Norad outline. Long-term sustainability and issues of phasing out partners and projects are not addressed in the plans. The plans and proposals are not based on any formal assessment of needs or capacity assessments of partners. We have neither seen any separate and systematic risk analysis. However, informally and more ad hoc such analyses are carried out through dialogue with and supervision of partners, e.g. cancelling of funding to the Sports Council in Zambia because of too high risk and support to an organisational assessment of one of the partners.

Monitoring and Evaluation

In the multi-year plan with Norad it is stated that the reporting will be based on results based management practices, and that KAO supports two PhD students studying the impact of Kicking AIDS Out activities. There is no specific allocation to M&E included in the budget and no M&E plan as such.

Organisational Capacity

There are currently two full time staff working with development cooperation in the International Secretariat. In addition one person is working full time with the TV Campaign and another with the volunteer programme and Kicking AIDS Out. The KAO Secretariat has partly moved its services to Cape Town (SCORE). After the TV Campaign three staff will work more or less full time with development cooperation. Of other associations it is only the Football Association of Norway with staff working with development cooperation.

Financial Resources and Allocation of Funds

In the application for the Norad frame agreement the suggested allocation of funds between countries were:¹

Annual budgets 2004-2007 in Mill NOK

	2004	2005	2006	Total	%
(a) Africa					
Zambia	1.111	1.222	1	3.333	17%
Zimbabwe	0.778	0.778	0.667	2.222	11%
South Africa	0.556	0.556	0.444	1.556	6%
Mali	0.222	0.333	0.333	0.889	5%
(b) Asia					
Vietnam	1.111	1.000	0.889	3	15%
(c) Global and Regional					
KAO	2.222	2.222	2	6	31%
SADC	0.111	0.222	0.333	0.667	3%
Planning reserve		0.333	0.778	1.111	6%
TOTAL	6.110	6.667	6.667	19.445	100%

Africa as a region would receive most of the resources, but the Kicking AIDS Out network and programme should absorb almost one third of the budget. There are few partner countries – basically three for NIF (Zambia, Zimbabwe and South Africa) and two for NFF (Mali and Vietnam). Through KAO activities more countries and partners would benefit. All funds from NIF are transferred as un-earmarked core support to partners – an approach which NIF believes contributes to more and better ownership and capacity building.

If we look on the actual budget for 2007 the estimates for the various projects are as follows:

NIF supported projects 2007	Annual budgets (NOK)
YES Zimbabwe	600 000
Sport in Development Zambia	525 000
Sports Council Zambia	32 000
SCORE South Africa	482 000
SADEC Regional Partnerships	125 000
Football in Vietnam	900 000
Football in Mali	350 000
Assignments from Norad	82 000
Norwegian NGO assignment	400 000
Total	8 000 000

The total annual budget is 8 Mill NOK. If the direct contributions from MFA are added the total amount is close to 12 Mill. NOK (excluding MFA's direct funding of FFA). The total budget for NIF's Secretariat is approx. 80 Mill. NOK meaning that the development cooperation budget absorbs 10% of the total – a not insignificant part. Since most of the funds are mobilized externally (through Norad), they do not have any direct implications for NIF's core operations.

¹ The figures are taken from the application and not identical to what figures were approved and actually allocated.

Funding

The major sources of funding for NIF in general are voluntary contributions and money raised by members, not least by parents of the 500 000 children and youths. Only 10 per cent of the financing are grants from the government.

90% of the resources for development cooperation comes from Norad. NIF is responsible vis-à-vis Norad for submitting the application for funding of sports activities. The expected 10% NIF contribution is allocated from the organisation's general resources based on a decision in the Board. NIF is not involved in fundraising from private individuals for projects in third world countries. Marginal amounts are generated from private sector sponsors. This means that NIF is not able to access more funds from Norad unless NIF decides to increase its annual allocation or raise more funds from private individuals or the commercial sector.

Unicef has been awarded the TV Fund Raising Campaign 2007 with NIF and Right to Play as strategic partners. NIF will receive 15% of net income. According to a conservative estimate NIF would get 15 Mill. NOK or maybe as much as 25 Mill. additional crowns. The intention is to use more funds through the KAO network and to projects in Zimbabwe.

2.4. Partners and Projects

National and International Partners

NIF's main partners in Norway are Norwegian Church Aid, the Norwegian Refugee Council, UNICEF, the NGO Development Network and Right to Play. NIF has worked out an agreement with Right to Play – previously Olympic Aid since the two organisations are working in the same area and to some extent in the same countries. NIF has also several international partners in particular Commonwealth Games in Canada and UK Sport – partly because of shared partners in Zimbabwe and South Africa. In some cases funds from UK and Canada have been channelled through NIF. Other international partners are SAD (Platform for Development in Switzerland, see <http://www.sportanddev.org/en/>), NOCD in the Netherlands, UNDP's Office for Sport in Development and UEFA (NFF).

There is partly a "round table" structure in Southern Africa between sports organisations in the North and South discussing proposals and funding issues organised through SADC's sport arm Zone 6.

Partners in the South

NIF's main partners are currently in Zambia, Zimbabwe and South Africa. NFF's partners are presented in the next chapter.

Edusport Foundation is a community-driven, non-governmental organisation based in Lusaka, Zambia. Since 1999, the foundation has been involved in tackling issues like HIV/AIDS, poverty alleviation, and child rights in underprivileged communities. Using the "Sport in the Development Process" approach, it seeks to foster community education, development and empowerment. In 2005 Edusport had 10 full time staff and 15 volunteers.

Sport in Action (SiA) is also a Zambian NGO dealing with development through sport projects. SiA works with youth training, construction of facilities, organising tournaments, offering consulting services. SiA has produced a book which describes methods of integrating Zambian traditional games with health and civic education - providing an opportunity for participants to be given information and skills on HIV/AIDS, substance abuse and children's rights and responsibilities. They have three full time staff and several volunteers.

SCORE (Sports Coaches Outreach) is a South African non-profit, non-government, community development organisation that uses sport and physical activity as a tool for development. A national SCORE organization is also established in Zambia and Namibia.

SCORE recruits and trains international volunteers which are placed in mainly rural communities in South Africa, Namibia, Zambia and Zimbabwe where they live with host families for six months to a year. SCORE is the FK partner organizing the volunteer programme together with NIF in the South.

The National Sports Council (NSCZ) is the national body for sport in Zambia – the equivalent to NIF in Norway, but with a formal link to the Government. It was established by a parliamentary act as the national body responsible for sport development funded through a subvention from the Ministry of Sport. All national sports associations are affiliated to NSCZ and are answerable to the Council on issues like finances and international participation. The National Sports Council has been the contractual partner to NIF since 1991 – for more than 16 years. The Council is currently weak and almost non-operational due to lack of support and funding from its mother Ministry of Sport and receives no funding from NIF.

Zimbabwe Sport and Recreation Commission (SRC) is the national body for sport in Zimbabwe and a partner to NIF since 1990. SRC has gained experience in working with communities in areas such as HIV/AIDS, gender, community mobilisation and research – with children and youth from disadvantaged communities as special target groups. The Commission also partner with a number of civil society organisations. The objectives of the activities are:

- Build sport capacities at grassroots level.
- Develop community clubs in coaching and leadership.
- Introduce the Kicking AIDS Out programme.

Global projects and regional projects

Kicking AIDS Out (KAO) was an African initiative in 2001 by Edusport Foundation in Zambia. The initiative was adopted and supported financially by Norad through NIF. KAO has developed into an international network of supporting and implementing organisations from the UK, Canada, Norway, Kenya, Namibia, South Africa, Tanzania, Zambia, Zimbabwe, Mali and Vietnam. Kicking AIDS Out is seen both as an approach and a network.

- Kicking AIDS Out is an approach combining sport activities with HIV interventions.
- Kicking AIDS Out is network of sports organisations.

The network promotes use of sport as a tool for development. Sport and physical activities are used to build awareness about HIV and AIDS through educational games and activities which encourage peers to discuss issues that affect their lives and their communities. Programmes implemented by member organisations integrate sport skills and life skills through movement games, role plays, drama and other cultural and recreational activities. KAO develops programmes to train coaches, trainers and leaders, building capacity at the individual, organisational and community level.

The network was established to share information and best practices, promote policy development, and supports local projects. It should provide a forum for exchange between organisations from different countries and continents.

KAO is a component in all the programs that the Norwegian Olympic Committee and Confederation of Sports (NIF) are supporting in the South. The network's secretariat has been based in NIF, but has more recently partly moved some of its operations to South Africa.

Regional Partnership for Sport in SADC has been supported through the Supreme Council for Sport in Africa – the sport arm of SADC for sports organisations in Southern Africa. NIF has assisted the Council to develop a Strategic Plan for the region and make sure that sufficient human capacity is available.

Norway Cup: NIF is also involved in bringing teams from partner organisations in the South to Norway Cup every year. Teams come from several of the organisations mentioned above. Such activities were previously funded outside Norad's frame agreement, but are now part of the agreement.

Peace Corps Volunteers/ FK: Since 1995 NIF has sent 185 volunteers to African countries living with an African host family in Namibia, Zambia, Zimbabwe and South Africa and working for a local sports organisation. There are currently 15 volunteers in Southern Africa. The Volunteer programme has separate funding.

CHAPTER 3: THE FOOTBALL ASSOCIATION OF NORWAY

Among NIF members, NFF is the only association with an organised and extensive international involvement. Other associations have also been working in developing countries (volleyball, judo etc.), but only sporadically and not as part of the frame agreement with Norad. The main focus of this review is NIF, but since NFF is part of the agreement a separate, but shorter description is included of the Football Association.

NFF has changed its approach to development cooperation over the years and emphasize that the strategy and working methods are continuously changing. It used to be distribution of equipment and construction of facilities, but the focus is now on training and organisational development. NFF has established a group of voluntary Norwegian instructors (approx 20) offering training to partners in the South focusing on football skills (coaches and referees), organisational development (leaders, clubs and associations) and life-skills (HIV/AIDS, gender, inclusion of disabled, etc.)

NFF's main strategy is based on cooperating and entering into partnerships with Norwegian development organisations (like Norwegian Church Aid, Red Cross, Norwegian People's Aid, Norwegian Mission Alliance, Norwegian Association for the Disabled, etc.) where NFF through their instructors and training seeks to create sustainable sport activities (NFF, Football and International Development Work, 2004). There are also examples where NFF works directly with national football associations and clubs (Mali and Vietnam). There is an important difference between the two strategies – in the cooperative strategy NFF limits itself to provide technical support to and through another Norwegian NGO. In the other, NFF becomes much more directly involved with the local organisations.

NFF does emphasize strongly that it is a football organisation – not a development agency. NFF wants to stick to what they know best, namely developing football as an activity and building football organisations – and through such activities promote a broad range of life skills – focusing on gender, HIV/AIDS, disability, peace and reconciliation, etc. There is a deliberate division of labor: The Norwegian NGOs possesses the knowledge about the local situation while NFF provides football skills, organisational development and life skills. NFF makes a point that they only want to strengthen existing organisations and not build competing structures outside the control of local authorities and national sports organisations.

Selection of partners

Projects are related to the development of football activities in selected developing countries. The selection is done either independently or in cooperation with UEFA, FIFA or other bodies. NFF's partners are Norwegian, international or national organisations or authorities. Partners are selected based on shared values and interests and support should be provided irrespective of faith, gender, ethnic background, etc.

HIV/AIDS Strategy

NFF has its own HIV/AIDS strategy acknowledging that the global AIDS epidemic is a concern to football organisations at all levels. NFF will be using the arena of football in its endeavor to fight HIV, by ensuring that its members receive information and knowledge about HIV/AIDS:

- AIDS information will be given in such a way that it discourages discrimination.
- NFF will strive to make football clubs safe areas for young people.
- NFF will show zero tolerance towards sexual abuse and sexual exploitation.
- NFF will work to promote equality between men and women to gain management positions.
- NFF is part of the Kicking AIDS Out network.

The Role of Instructors

To achieve its objectives NFF has identified a group of instructors operating within the following arenas:

- Education of leaders, coaches and referees.
- Organisation of amateur football for girls and boys.
- Leadership and organisational development of clubs.
- Football for disabled.

Training takes place at two levels – directly for coaches, leaders and referees and for instructors to be involved in training later. Football for the disabled is included in all courses. The group of voluntary instructors has been carefully selected and trained in Norway about Norwegian policy for development cooperation, cross cultural communication, use of sports as a method, HIV/AIDS, etc.

Technical and Administrative Resources

NFF has only one staff member working half time with Norad supported activities in the Secretariat. Another staff member is working full time staff with MFA funded projects. However, the group of Norwegian voluntary instructors plays an important supporting role as member of Planning Groups for the projects in Vietnam, Mali and Zambia. The instructors contribute to strategic development, writing proposals, budgeting and report writing. In addition NFF has also Technical Resource Groups for referees, coaches and leaders focusing on methods and approaches in their respective areas.

Funding

NFF receives marginal support from Norad – annual allocations to Mali and Vietnam are NOK 250 000 and NOK 900 000. However, the funding from MFA amounted in 2005 to approx. NOK 11 Mill. It is also important to keep in mind that NFF support only the training component and when collaborating with other Norwegian NGOs they “buy” services from NFF when using the instructors (covering travel and subsistence costs). NFF applies directly to MFA for project funding while applications to Norad are channeled through NIF. NFF tries to identify new alternative and long-term funding channels including the private sector in Norway and abroad.

Governance and Leadership

The International Secretariat reports administratively to the General Secretary in NFF. One of the Standing Committees has the formal role as the Board (for international and national activities) and makes the relevant decisions in terms of policy, new partners and projects, etc. In addition the Secretariat is supported by a technical reference group and the instructors. The staff working on international projects operates with a high level of freedom and flexibility.

Systems and Procedures

NFF is as mentioned not a development NGO and has not prepared a project manual with a set of planning, reporting and M&E systems – except for basic financial reporting and regular audits. This does not mean that such systems do not exist, but they are developed with each partner and tailored to the local situation. For the activities in Vietnam there are several formal documents regulating the cooperation: An Agreement of Understanding between NFF and NCA, a Project Document for Football for All in Vietnam and an agreement with the individual schools – specifying that three financial reports should be submitted to NFF annually and narrative report quarterly. The Annual Reports reaching Norad are written by the local NFF staff in Vietnam and only edited by NFF in Oslo. An evaluation was also carried out of Football for All (Tran and Kvalsund 2005) – not as part of an established evaluation policy, but to document and gain experience from this particular project.

In most of the other projects, NFF is not managing funds since they only receive compensations from Norwegian NGOs for the technical inputs.

Partners and projects

Football for all in Vietnam (FFA) is focusing on training of instructors, leaders, coaches and referees – primarily within the education system in Hue Province. There is a plan to extend the activities to other provinces. FFA has currently two full time local employees in Hue within the Norwegian Church Aid Office. NCA provides the management support (according to an agreement of understanding) and has the responsibility for the HIV/AIDS component in the courses together with the Youth and Women Unions in Vietnam. There are also plans to start similar projects in Laos, Thailand and Burma (See www.fotball.no).

Football for All in Mali follows the same approach as in Vietnam, but operates on a smaller scale. The main focus is on women and women football. The Malian Football Association is the main partner. Training of leaders, coaches and referees is mainly carried out by female instructors. The project has been based in the capital of Bamako, but will now also be introduced at district level.

A Children's Village for Football in Zambia is under construction in collaboration with SOS Children Villages in Norway. NFF contributes funding for a village with 180 children in Livingstone and offers also football training (see <http://www.fotballensbarneby.no/>).

Open Fun Football Schools in Kaukasus and the Middle East are funded by MFA and provides support to multi-ethnic football schools bringing children from different ethnic origin together in peace and reconciliation processes. More than 220 children participate in weekly events. In 2006 approx. 28.000 children were involved. 30 % of the participants were women. 2500 coaches and leaders have been trained in the programme (www.ccpa.dk).

In Tesfa in Eritrea, NFF together with the local football club, Norwegian Association for the Disabled and Norwegian People's Aid war wounded soldiers are trained to become leaders and coaches in the local clubs (see <http://www.tesfa-fc.org>).

It is only the projects in Mali and Vietnam which are supported by Norad. The others are funded by MFA and included to illustrate the variety of what NFF is doing.

CHAPTER 4: ASSESSMENT OF STRENGTHS AND WEAKNESSES

The following does not pretend to be a full and systematic assessment of NIF's policy and strategy, systems and resources, organisation and achievements, but is a summary of important strengths and weaknesses pertaining to those dimensions identified during the review of documents and interviews with stakeholders.

4.1. Identity and Strategy

NIF is a Norwegian member organisation with similar like-minded partners in most countries in the world – including third world countries. Its international commitment and role in development cooperation can be understood from several perspectives: As part of an internationalisation of Norwegian sports in which Norway has a special responsibility to support and strengthen sister organisations in developing countries. This is an expression of international solidarity and partnership and not necessarily the same as development cooperation.

On the other hand, sport is also linked to development and positive outcomes in health, peace and reconciliation processes, etc. – in other words sport is considered one effective instrument in development cooperation. In other words, NIF is a Norwegian NGO with a relevant basis and background for being an important partner to Norad

There are several weaknesses in the current strategy document and the multi-year application to Norad in terms of clarity of objectives and strategies. It is also recognised by NIF that the documents are inadequate and need to be revised. NIF mentions in particular the need to sharpen and focus the strategy around fewer geographic and thematic areas. A new staff member has been given the responsibility to revise and prepare a new strategy and multi-year application to Norad. In other words, it would not be useful to examine in detail documents which will be rewritten. On the other hand, the following comments could feed into and contribute to the ongoing strategy development process.

- **The particular role of NIF as a Confederation**

NIF is a confederation formed by independent sports associations in Norway and not an implementing organisation. Many countries – also developing countries have similar national coordinating structures. NIF plays the roles as convener, coordinator and mediator between different independent associations. It prepares overall policy pertaining to sport in Norway, negotiates with and mobilises funds from the Government and other donors. As such it is relevant to ask, what role should NIF play in development cooperation? The relevant policy documents present general objectives for sport as a tool for development, but does not specify the roles of NIF and the various member associations – which we believe is a key strategic issue.

If we use the term like-minded partners, NIF's partners would be national confederations of sport in developing countries. NIF works also with the National Sports Council in Zambia and the Zimbabwe Sport and Recreation Commission, but due to internal problems the collaboration with NSCZ has stopped temporarily, but more importantly: NIF has expanded its support to several “edu-sports” – in particular in Zambia and South Africa. They are more development NGOs than sports associations (using sport as a tool for development). There are

understandable reasons for such a development – serious administrative, financial and political constraints within national structures and an increasing availability of funds for sport combined with development (in particular for HIV/AIDS).

However, there are several issues that should be discussed pertaining to such a development. First, NIF is changing its role and partners – from like minded coordinating structures at national level to implementing NGOs with a more local and limited outreach. Secondly, the new partners are not sports organisation per se, but combined “edu-sports” which are established to a large extent in parallel with existing sports associations and clubs and funded by donors primarily interested in HIV/AIDS and not sports. Thirdly, the roles between NIF as a confederation and the various sports associations become unclear. NIF works directly with implementing organisations and other Norwegian sport associations are not involved. If they are involved – like the Football Association of Norway, they work to a large extent independently from NIF – even if the funding is channelled through NIF.

In the new strategy NIF should seek to clarify its role. We are not arguing that the “edu-sports” do not deserve any support, but what role should they have and by whom should they be funded? Maybe NIF should focus its attention at national level and leave the collaboration with individual organisations to member associations? Are there ways that NIF could mobilise the interest and orchestrate the contributions from a broader range of Norwegian sport associations?

The Emerging Edu-Sports

There have been opportunities for NGOs to access considerable funds by linking sport with the fight against HIV/AIDS. New types of organisations have emerged. Not sports organizations and not HIV/AIDS NGOs, but combinations – hybrids of the two - “edu-sports”. It is not about sport or education alone, but both. All the four organizations belonging to the Kicking AIDS Out Alliance in Zambia are such hybrids – driven by a new challenge, born and fed by development cooperation money.

The new organizations are more NGOs than sport organizations and not members of the National Sports Council. They form their own small Alliance with support from NIF in parallel with the traditional sports organisations. As such they are aid constructs – which will most likely phase away with changing priorities among development agencies (From the KAO Report, Kruse 2006).

• **How are partner countries and organisations selected?**

NIF started to work with Sport for All in Tanzania and has later moved to Zimbabwe, Zambia and South Africa. NFF is working in Mali and Vietnam – and in others through Norwegian NGOs. In both cases it is difficult to see any rational or strategic deliberation behind the selection of partners and countries. They were probably also selected based on personal contacts and initiatives – which is often the case for NGOs providing a strong platform for close and long-term partnerships. No formal needs- or capacity assessments were carried out – not analysis of risk.

When preparing the new strategy, NIF should discuss in what direction NIF want to move, what roles it want to play and where. NIF could possible continue and make a meaningful contribution in Zambia and two other countries in Southern Africa for the next 10 to 15 years, but is that what it should do? What are the alternatives? The most immediate ideas are to continue as now in Southern Africa, re-establish in Tanzania and start in Uganda.

There are also other options. NIF could for instance focus more on strengthening national and regional structures and encourage member associations to be more involved at organisational and club levels. We are not able to provide the answers, but believe that that NIF has the

potential to expand and diversify and become a stronger organisation with a broader coverage than it has today.

- **Selecting priorities**

There is a broad range of positive outcomes that are expected to emerge from supporting sports – everything from better health, HIV/AIDS awareness to reconciliation and peace. Sport may well contribute to positive developments in each of those areas and NIF and NFF have been involved in them all in different countries. MFA has also been keen to use NIF in new countries (e.g. Rwanda) for introducing and promoting the concept of sport as a tool for development. This represents an opportunity for NIF, but also a major risk. The use of sport is no panacea for solving complex problems and if expectations are too high – chances of failing are equally high. NIF/NFF need to consider in what countries and thematic areas they have the best chances of success – HIV/AIDS, inclusion and disability, gender, peace and reconciliation processes? It might not be wise to go for all. The overall strategy should clarify main direction and first priorities.

- **NIF's comparative strengths**

The current policy documents describe NIF's particular strengths, but NIF's comparative strengths could be articulated better. NIF knows the technical aspects of sports, how to build sports associations and clubs and how to promote life skills through sport. All those components are interrelated and interdependent – meaning that you can't do one without the other. NIF is in a unique position to do them all - sport, capacity building and life-skills (HIV/AIDS). The new strategy should try to articulate clearly the relationships between sport activities, organisational development and promotion of life-skills.

- **Not a development agency**

The Football Association of Norway has worked out its own special approach. It states clearly that it is not a development agency, but a football association. By establishing and training a group of instructors and working mainly with and through existing Norwegian NGOs – they are able to focus on what they are good at, increasing coverage and outreach and reducing administrative burdens for themselves. The management of projects are left with the NGOs, while NFF makes a technical contribution to develop football combined with life-skills.

However, NFF does not fully comply with its own principles – in Mali and Vietnam it works directly with national and local organisations and has taken on the roles of a development NGO. NFF may benefit from making a clearer choice and focus more strongly on its technical support and partnership strategy. It is important to keep in mind that the choice of strategy has important organisational and financial implications for NFF – the first is much more labour intensive and costly than the latter.

4.2. Organisation and Resources

Management Systems

NIF has basic systems in place for financial management - in terms of financial reporting, auditing, etc. Core support is provided to each partner – a type of support which implies that NIF believes they are credible and trustworthy organisations – a belief based on experience, ongoing dialogue, monitoring and supervision. We have not been in a position to assess the individual organisations and NIF's relationship to each one of them, but it is interesting to note that NIF temporarily cancelled financial support to the National Sports Commission in Zambia. They are also well aware of the temptations for poor partners to misuse or divert

funds to other purposes– when given external aid. It should also be taken into consideration that the total volume of aid channelled through NIF is small. Funds managed directly by the Football Association of Norway are marginal and consequently also chances of misuse. In terms of planning and reporting, NIF is using Norad formats. NIF has not developed its own management manual and provides partners with few standard rules and guidelines for planning, reporting and financial management. There is considerable scope for flexible and individual adjustment to each partner and country – even with fixed formats for reporting. There are examples of monitoring progress and individual evaluations, but they are sporadic and not part of an agreed M&E plan.

NIF's flexible, informal and pragmatic approach has its advantages – being responsive to partner needs and capacities. The major concern for NIF has been to establish strong partnerships and get things done – with less attention on the systems and procedures for doing it. At this stage, NIF would benefit from a stronger and more tailored planning and reporting system – meaning tailored to their own and partner needs and NIF has also started such a development process. In the new application to Norad NIF should also include an M&E plan – covering how to measure progress (based on a set of agreed indicators) and evaluating performance and effectiveness². It is important for NIF to establish more robust and formalised systems and routines for project management. On the other hand, systems and routines are not sufficient – unless the quality of documents is improved. We are concerned with the extremely variable and at times low quality of progress reports. NIF should also discuss with Norad the level of details required in narrative and financial reporting. Currently NIF submits individual project accounts which may not be required for an organisation with a programme agreement.

Capacity

NIF has as mentioned a small Secretariat and the work is dependent on a few well qualified core staff with long institutional memory, but NIF is as such also vulnerable to sudden changes or loss of such staff. NIF should also assess more systematically what kind of capacity and competence would be required for the next programme period. NIF has expertise and experience with sports development, working with partners, gender – and to some extent HIV/AIDS, disability etc, but with the diversification of partnerships it will be an increasing challenge to access and maintain sufficient level of expertise. NIF is able to benefit from and use also external expertise, but will require a core competence within the Secretariat.

Reporting

All annual country reports submitted to Norad in 2006 for the year 2005 were reviewed more in-depth³. At the end of the review process we also received the reports from 2006. The reports follow the same format (provided by Norad), are prepared by each partner and later improved and edited by NIF in Oslo. In other words, the reports are more partner than NIF reports. This is unproblematic, but it would have been useful with a separate and independent assessment from NIF – trying to aggregate and synthesise achievements and experiences.

The reports provide some insights into what is going on in the countries and among the partners supported by NIF, but they are not very informative for an external reader. Some reports are three pages and the longest 15. Some of the limitations in the reports are:

² NIF is working on new systems and routines for project management – streamlining routines for reporting (types of reports and deadlines) and formalising requirements for documentation like agreements, project documents, budgets, activity plans, etc.

³ At the end of the review we also received and read the progress reports for 2006.

- A large part consists of a description of the programme – which is useful for new readers, but not necessary in an annual report (based on an agreed project document).
- Some of the reports are too short and superficial (e.g. the annual report from Mali does not provide much insight for an external reader). Headings and questions take up almost more space than the narrative text.
- Some of the questions are broad and complex – meaning that the short answers are more or less meaningless. One question is for example to what extent measures have been implemented to link inputs to national plans and priorities (e.g. PRSPs, sector plans, etc.). Another question is about what measures are taken to strengthen the role of civil society and ensure future sustainability. All are important and relevant questions, but not possible to answer in one or two sentences and maybe not relevant in a progress report. It could be useful to distinguish between one “business like” part of the report covering basic data and information about what has happened during the year (inputs provided, activities completed, outputs delivered) and another part providing an opportunity for analysis and assessment of a few selected broader questions.
- Some of the reports state and compare anticipated and actual achievements (Edusport Foundation, Zambia) while others (Sport in Action) do not have such information. The underlying problem is either that several of the project documents do not have measurable objectives with indicators and targets and /or that the partner organisation does not collect such data. In both cases it is reducing the value of reporting.
- Despite similarity in objectives between partners, the reports do not contain comparable data and information – making it impossible to aggregate and synthesise achievements across countries. A way out of this dilemma is for NIF to identify a small number of outcome indicators to be used by all partners, e.g. number of trained peer coaches, the increased number of girls and women as leaders, etc.
- The results presented in several of the reports are not based on documented evidence. In the report from the “YES” programme in Zimbabwe it is claimed that there has been reduction in child abuse, increased participation of girls and disabled people, but there is no information about by how much or what the evidence for such statements are. (*“Awareness on HIV/AIDS issues has led to the reduction in HIV/AIDS causalities. This has been effectively done through the league programme and the KAO National Sports Festival”*. Maybe – but how do we know?)
- When reading the progress reports for 2006, it became evident that they are more or less identical with the reports for 2005 – making the reporting ritual almost meaningless – or more correctly – into a ritual and not a precise description of what was going on.
- There is no written feedback from NIF to partners on the reports.

Governance and Organisation

NIF is a sports organisation – not a development NGO like Norwegian Church Aid or Save the Children. Development cooperation is a small, but still significant part of what NIF is involved in. The International Secretariat has a small, but experienced and well qualified staff – working to a large extent independently from the rest of the organisation with partners in the South and with external funding from Norad.

The NIF Board and leadership are fully supportive of the international work, but are not much involved in providing direction, reviewing progress and making strategic or operational decisions. The Board approves the annual budget and is involved in financial monitoring of

the budget, but there is no special committee for development cooperation. As seen in the organogram for NIF, the International Secretariat is placed low in the organisational hierarchy – reporting to the Head of the Section for Sports Development and not the General Secretary.

Both NIF as an organisation and the international work in particular may benefit from more attention from the mother organisation, e.g. through establishing an International Board/Committee and make the International Secretariat to a unit directly under the General Secretary – even if it may have its advantages being more anonymous and protected from organisational politics. .

Relationship between NFF and NIF

NFF is a strong and an independent association, but a member of NIF – and NFF's application for support to football activities in developing countries is channelled through NIF. Formally this means that NIF is responsible and answerable to Norad for NFF's projects – which in practice mean responsibility for quality control, supervision and reporting. NFF's proposals must also be in line with NIF's strategic priorities. We have no reasons to believe that this represents any problem, but it might be useful to clarify the role of NIF as an umbrella organisation and NFF as a member association vis-à-vis Norad. Norad has encouraged the establishment of such "umbrellas" in order to avoid dealing directly with too many organisations. NIF would also benefit from a more general discussion of its role as an umbrella organisation. Such "umbrellas" are usually not directly involved with external partners, but is meant to be intermediaries between Norwegian member organisations and their Southern partners. NIF is much more an operational NGO in its own right with marginal participation from Norwegian members – except NFF.

4.3. Partnerships

NIF works through partners and does not implement any projects. The partners are respected as independent organisations with their own priorities and leadership and NIF seeks to work with them in order to strengthen their capacity. NIF is the Norwegian Confederation of Sports and sets out to support similar confederation in partner countries (Zambia, Zimbabwe and South Africa), but partly due to internal problems in these organisations (e.g. Zimbabwe) and partly due to an increasing focus on HIV/AIDS – NIF has started to fund new NGOs combining sports with life-skills development – organisations outside the traditional sport structures which show more limited interest in HIV/AIDS.

NIF is focusing its support on a few countries in Southern Africa. This is a pragmatic choice based on the fact that NIF has limited capacity and does not want to spread its resources too thinly. It reflects also a history starting in Tanzania in which new initiatives were established because of personal relationships and experiences. NIF has evolved more through organic than strategic growth. NGOs operate often in such a way and it is difficult to see what would be a better alternative. On the other hand, it seems that NIF has "got stuck" in Southern Africa. It is only NFF that has ventured into other countries in Africa and Asia. This might be the best choice, but NIF should consider in its new strategy where and how it wants to move over the next five years.

We have not been able to discuss issues of collaboration with NIF partners directly (except in Zambia through the KAO review and with a representative from SCORE), but it seems clear that partners experience a strong ownership to their own organisation and projects. NIF provides financial support and is also involved in discussions and consultations during planning of new projects. NIF is clear on their intentions and requirements, but does not

impose any agendas. There is also a high level of convergence between NIF's and the partners' priorities – because both work in the same area and based on the same principles and approaches.

NIF is a donor – and is seen as a donor by its partners, but clearly also as something more. NIF is perceived to be an organisation interested in and committed to sports. It is a like-minded organisation. One of the partners in Zambia was in need of internal help last year and NIF was able to identify and fund a national consultant to resolve the issues – an example of an effective partnership.

The partnerships are seen as long-term – an obvious strength from one perspective. There is no reason why two like-minded partners like NIF and the Sports Councils in Southern African countries should not remain regular partners. The problems arise only if the funding from NIF creates dependency and delays local mobilisation of resources. Issues of phasing out and sustainability are not much discussed in projects plans or in consultations between NIF and partners. It is most likely that SCORE South Africa in two to three years will not need financial support from NIF (because of increased funding from the Government in South Africa), but NIF may need SCORE and will possibly pay for services provided by SCORE (e.g. managing the Norwegian volunteer programme). Some of the “edu-sports” in Zambia represents the major challenge since they are and most likely will remain dependent on financial contributions from NIF. Phasing out strategies should also be discussed with those partners.

“Added Value”

It is difficult to pinpoint NIF's “added value” clearly – what it contributes over and above its financial support. NIF has a long-term relationship with most of its partners and meets regularly with each of them in an annual partnership meeting, in NIF visits to each of the countries (once or twice a year) and in international meetings. The report from SCORE (2005) provides an illustration of an active partnership:

“This is not a typical donor funded project, with NIF as a donor and SCORE as a recipient. Rather NIF and SCORE are both partners in different aspects of implementation. Though SCORE is the partner actually active at the grass roots, NIF is active in recruiting and providing sports volunteers and in sharing expertise, materials and feedback which directly strengthen the project. This makes the partnership much more dynamic and much more of a true partnership, with open dialogue and sharing of ideas. Such a relationship, which is also clearly based on similar understanding of partnership and shared values and objectives, is much appreciated by SCORE” (Annual Report from SCORE 2005).

For NIF the Peace Corps volunteers and for FFA the instructors bring in an additional dimension and extend the partnership beyond staff from the Secretariats. NIF has also placed new issues on the agenda – like awareness about girls and the disabled, the focus on child friendly sport, sport for all, HIV/AIDS and life skills, etc. It is more difficult to determine how NIF has promoted such topics and how NIF has performed as a “capacity builder”. NIF has limited capacity in the Secretariat. It has not provided any comprehensive and systematic technical support to partners. There is no overall plan or approach to capacity building.

On the other hand, the NFF's instructors offer leadership training and support the development of clubs and organisations through their courses. It should also be mentioned that NIF through KAO has produced high quality materials (covering both sports activities

and organisational development) and the training courses financed through KAO have covered a large number of coaches, referees and leaders.

NIF and NFF are sports organisations where staff and members have long and broad experience from both sport activities and how to run a club or an organisation in Norway. They know what is required to promote and sustain sport activities – and there are most often similar success factors in Norway as in developing countries. They may not have a formal and structured programme for capacity building. On the other hand, an experienced leader from a football club in Norway will easily understand what it requires to establish and sustain clubs and associations. What the development jargon will call “capacity building” is an integral part of what any sport organisation is involved in every day.

We have not been able to assess the actual use of the Norwegian instructors. Having such a group of people available is strength, but it may also encourage a supply driven process to capacity building and training. Norwegian personnel are available and anxious to be involved in international assignments. Mali and Vietnam could get instructors from their own country or from the region as well qualified as the Norwegian trainers and definitely for lower costs. On the other hand, the Norwegians are committed and experienced and they also help to create personal links between Norway and the partner countries – one of the strengths of NGOs – which could be seen as a value in itself.

NIF has three thematic areas in which they should provide technical support: sport activities, organisational development and life-skills and assistance are also provided in the three areas. On the other hand, NIF could benefit from a more systematic approach to the provision of technical assistance and capacity building in these three areas. The three areas could be defined as future development areas for NIF in which high quality teaching materials and resource books are produced and instructors and courses made available. Such a plan needs to be realistic and built up gradually mainly based on initiatives from the South, but with contributions from NIF.

It seems that NIF has a cordial and effective working relationship with other international organisations (UK and Canada), and also with Right to Play. Based on our limited experience from Zambia, we are of the opinion that Right to Play and NIF follows conflicting strategies in Zambia⁴. NIF works with and through local organisations while Right to Play seeks to establish its own parallel organisation with a strong expatriate dominance.

It should also be mentioned that several of the organisations are also technical partners – producing materials and offering training of relevance for NIF. In the latest partner meeting in South Africa (May 2007), a format for assessing partner capacity prepared by SADC – zone 6 was presented and discussed. A tool-kit has been developed in cooperation with NOCD Netherlands and SAD – Switzerland is managing a useful home page covering sport and development issues.

4.4. Results

This is probably the weakest and also most difficult area for NIF. There are several levels and types of results. The annual reports provide useful information about project achievements – mainly in terms of activities completed and immediate outputs and outcomes, but not broader and long-term effects.

⁴ This finding is based only on the Zambia experience (KAO Report 2006).

If we look at NIF from a bird's perspective and ask what they have achieved, there are several striking features. NIF has most likely contributed to:

- Promoted the concept of Sport for All in partner countries including the value of voluntarism.
- Established a number of effective and close partnerships with organisations in selected countries through core funding.
- Managed to pursue three parallel processes: sports development, building organisations and promoting life-skills (including HIV/AIDS) through sports – which is the unique contribution of NIF.
- Been able to advocate successfully for the use of sport as a tool for development in Norway and internationally.
- Created international awareness and understanding of development issues through the involvement of volunteers (Sport Peace Corps), instructors and Norway Cup.

There is an increasing support for the idea that sport is associated with a broad range of positive outcomes – improved health, democratic development, peace and reconciliation. The policy documents from the Norwegian Government on sport and culture and NIF's on development cooperation are all based on and advocate that sports leads to development.

The dilemma and challenge is that there is no systematic analysis of how to understand the relationships between sport and development followed by an assessment of to what extent such a relationship exists in the real world. Most of the assumptions about positive causal linkages may be true, but they are not supported by empirical evidence. The strong beliefs seem to be based on an intuitive certainty about a positive link between sport and development. It is said to be “*compelling evidence that sport can be an effective vehicle for change when integrated into the broader framework of human and social development goals and priorities*” (Kvalsund 2004), but the compelling evidence is still missing.

In the review of Norwegian Football Association in Vietnam, the question was asked: “*Does the project make a difference in children's life*”. *The answer is undoubtedly yes. After meeting and talking with numerous children and leaders participating in the project, you realize the importance and impact at a personal level. The fact that children now want to come to school, that the teachers social status has been raised in the community – are indicators that the football activities has a positive influence on the target population*”(Kvalsund 2005).

Kicking AIDS Out

The review of Kicking AIDS Out (Kruse 2006) concludes that combining sport activities with HIV interventions is a new, innovative and promising approach in the fight against HIV/AIDS. KAO has successfully been established as a network of sports organizations in the North and South for sharing of information and experience, developing quality materials, providing regional training and technical support to members.

KAO has in a short period of time and with small financial resources been able to demonstrate achievements – even if it is not yet possible to conclude on to what extent KAO has been an effective tool to prevent further spread of HIV among young people in developing countries. KAO has contributed to create more international awareness around the role of sport in health development – and in particular in the fight against HIV/AIDS. It has brought organizations

in several countries together around a new and important vision. KAO has also produced educational materials of high quality and organized regional training considered highly relevant.

KAO members in Zambia have also successfully introduced the “edu-sport” concept in the country, member organizations have expanded rapidly in numbers and coverage combining games and sports with educational activities in an innovative and cost effective manner.

Some of the more critical issues are that funding and support depends almost entirely on NIF. The member ownership is relatively weak. The chances for sustaining such a network without Norwegian funding and NIF support seem marginal. There has also been a weak understanding of the characteristics of a network and what members have to do for maintaining communication and coordination within a network.

It is not possible to conclude on the impact of KAO activities among youth involved in Zambia, but a survey found that:

- There are only insignificant differences in level of knowledge about HIV/AIDS and in attitudes to stigma and discrimination between youth being exposed to KAO activities and those that are not members of any KAO organization. In other words, KAO activities seem to have limited importance in disseminating new knowledge and information – mainly because other organizations have conveyed similar messages.
- On the other hand, the survey showed a notable difference between the groups on two questions: the ability to make independent decisions and say no in matters of sex and also on the level of self confidence. In other words, it is likely that KAO has effectively introduced and conveyed such important life skills.

CHAPTER 5: CONCLUSIONS ON EFFECTIVE AID

The terms of reference state that the purpose of this review is to examine NIF’s ability to provide effective aid, meaning cost efficient use of funds, results in accordance with approved plans, relevance to final recipients and Norwegian aid principles, and ability to achieve its own goals. The four abilities we discuss above indicate whether NIF can fulfill these tasks. In sum we found:

1. The *relevance* of what NIF is doing is well in line with Norwegian policies for development cooperation with its strong focus on sport activities, strengthening of local organisations and promotion of life skills (in relation to HIV/AIDS, gender, disabled, democracy and peace, etc.) By combining the three elements NIF has a unique role to play in the area of development cooperation compared to other Norwegian NGOs. The relevance to final recipients (local organisations and national authorities) is also high. NIF’s support is well in line with national plans and priorities and meets the need of local organisations.
2. NIF’s *policy and strategy* for development cooperation needs a more coherent and clear articulation – focusing not only on objectives and outcomes, but also on what role NIF should play, the selection of partners and future plans. NIF should acknowledge its role as a confederation of sports associations, identify its own comparative advantages and promote the involvement of member organizations.

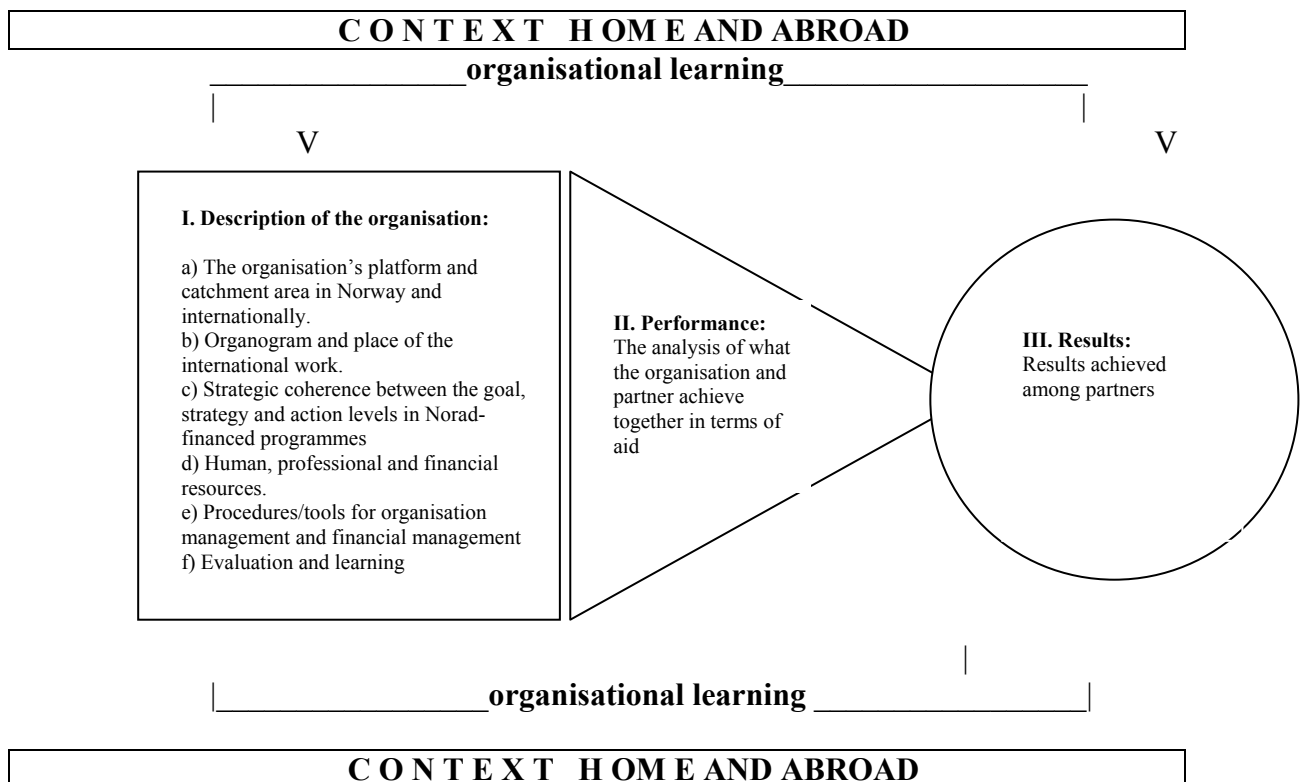
3. NIF is strongly involved with and plays an important role in strengthening the capacity of partner organizations, but has no systematic approach to and plan for such work. NIF has limited capacity for providing stable and long-term organisational support, but partners recognize and appreciate NIF's flexible financial, technical and not least moral support over many years. The most targeted and tangible capacity building support (training courses, materials, etc.) is provided through the Kicking AIDS network and programme.
4. NIF is a *cost efficient* organisation. The total number of staff involved in development cooperation is low compared to budget and administrative costs are prudent. Both NIF and NFF are using a large number of volunteers. It should also be noted that NIF provides a form of aid that is labor intensive in administration, dialogue and follow up with partners and that the total allocation is small.
5. NIF has *few and weak systems for project management* (planning, reporting, M&E etc.). There are sufficient systems in place for financial management. Planning and reporting systems are weak and the quality of documents (plans and reports to Norad) are of varied quality. There is no system in place for effective monitoring of progress and assessment of results and achievements.
6. *Results in accordance with approved plans.* Partner activities are to a large extent implemented according to plans and accounted for, but results not well specified in project agreements (with targets and indicators). The reports from the partners do not focus on results (and results are not measured and documented), and there is not much aggregation from activities and outputs to outcomes and impact. NIF, as well as partners themselves know about results, but there is little systematic evidence to support their assessments. The information filtering up to Norad through the current reporting system is correct, but of limited value – often because of constraints in the system and lack of clear guidelines of what type of information is required. An overall assessment of performance and achievements from NIF is also missing.
7. *Future sustainability is mixed.* NIF's financial support is small and limited and most partners have also other donors. Most of the support is also provided to training and organisational development. Most of the partners are independent national organisations with a strong leadership, but highly dependent on external funding. A major challenge is that the several of the “edu-sport” partners are not well integrated in national sport structures and exposed to changing donor priorities. The KAO network has been a major achievement for NIF, but its future financial sustainability is bleak.

Annex 1: Terms of Reference

Organisational Performance Review (desk study) of Norwegian Olympic Committee and Confederation of Sports (NIF)

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 among 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 among the 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 consultant'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.

This specific review will focus on part 1 “square (I)” and partly “triangle (II)”. The circle (III) will have particular focus on systems for and documentation of capacity building with the South partner.

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 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

UN's Child Convention states that all children "have a right to participate in sport and play". This is the foundation of Norwegian Olympic Committee and Confederation of Sports (NIF's) development cooperation.

NIF supports projects run by partners in the South. The sport projects are local initiatives anchored in the local context, developed in participation with the target groups. NIF primarily cooperates with sports organisations, but also promotes partnership between sports and non-sports organisations, for example organisations working with HIV/AIDS. NIF supports local initiatives in Zimbabwe, Zambia, Namibia, South Africa and Tanzania. In addition the Kicking Aids Out Network, that NIF is contributing and financing, supports Kenya, Lesotho, Swaziland, Namibia, Botswana, Uganda, Malawi, Vietnam and countries in the Caribbean. NIF cooperates with The Norwegian Football Association (NFF) in their Norad supported projects in Mali and Vietnam. NFF also engages in development cooperation in Balkan and Caucasus, among others.

Voluntarism, democracy, loyalty and equality are essential values to sports in Norway. The Norwegian Olympic Committee and Confederation of Sports is the country's largest voluntary organisation, and more than one third of the population engage in sport in different ways. The basis is the physical activity together with a set of values that are shared by the elite sportswoman and the mass sportsman, children and youth alike, i. e. enjoyment of sport, the spirit of community, health and fair play.

The 12 300 member clubs are traditionally formed by friends, by fellow workers, or simply by people who find a mutual interest in one or more branches of sport. Democratic elections and traditions are integral parts of the life of all of these clubs. Historically, the clubs

established sports federations to coordinate and develop their common sport. The federations are only answerable to their members - the clubs.

The federations together with the regional organisations formed the Confederation of Sports in 1861. Today the organisation is known as "Idrettsforbundet", formally as the Norwegian Olympic Committee and Confederation of Sports (NIF).

The general assembly of the Confederation consists of representatives of the federations and of the regional bodies, and gathers every four years to draw up objectives and strategies, to pass sport laws and to elect the Board of Sports. The Board is headed by a president.

This structure of a pyramid upside down, with the members and the clubs on top and the national body at the bottom, is basically and principally non-governmental. The major sources of "financing" is made up of 24 000 man years of voluntary work and of money raised by all members, not least by parents of the 500 000 children and youths. Only 10 per cent of the financing are grants from various government authorities.

NIF's development cooperation is funded by Norad and the Ministry of Foreign Affairs. NIF and Norad have a multi year agreement (2003-2007), under which NIF received an annual grant of 8 million NOK for 2006 and 2007.

Norad and NIF see it as useful and relevant to do a desk review of NIF before entering into a new multi year frame agreement from 2008. As Norad in 2006 issued a review of one of NIF's programmes in Zambia and Tanzania, and other programme evaluations are available, a desk review is seen as a sufficient organisational review at present. The consultant for the Organisational Review is the same as used for the Kicking Aids Out-programme.

3. Purpose

The purpose of the organisational review is to examine the organisation's ability to provide effective aid. This limited desk review will focus on describing the quality and capacity of the organisation and its relation to partners particularly in regard to capacity building. It will highlight strengths and weaknesses, and present recommendations on this basis.

By effective aid in this context is meant:

- The cost-efficient use of funds
- Relevance and results in accordance with Norwegian political priorities
- Relevance to the partners
- 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 references:

- 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
- Relevant elements in the report of the Rattsø committee (summer 2006).
- Norad's strategy towards 2010
- Strategy for Norway's Culture and Sports Cooperation with Countries in the South
- Other relevant documents

The organisational review shall form the basis for a general assessment of both NN'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 partner⁵, within the limitations of a desk review. The work will consist of studying, analysing, concluding and presenting recommendations and proposals for follow-up.

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 catchment 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 level
 - ✓ The organisation's partners/whether it operates on the basis of partnership (or is self-implementing)
 - ✓ 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 and the measurement of results
- ✓ Risk analysis of human, professional and financial resources
- ✓ Evaluation and learning

⁵ 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.

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 partners?
 - ✓ To what extent and how does the organisation contribute to strengthening partners?
 - ✓ How is it suited for contributing to the development of partners' knowledge?
 - ✓ 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? Is there a suitable and efficient system for communication.
 - ✓ 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?
 - ✓ Is there a system for assuring that local expertise and resources is mobilised in programmes? If so, how is this verified?
 - ✓ 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)
- 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.

5. Work process and method 6

The review will be carried out in Norway, where NIF has its head office. No country visit 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 interviews in order to ensure necessary participation in the process.

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).

Interpretation of the data and observations

The consultant's subjective standpoint 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 for further cooperation with NIF. 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 NIF'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.

6. Reporting

In order to allow an opportunity for comment and for correction of any factual errors and misunderstandings, the consultant will send a draft of the final report to NIF and Norad no later than 22nd of June 2007 with a deadline for responding to the consultant 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 20 pages long. Appendices can be added. 3 printed copies of the final report shall be sent to Norad as well as in electronic format.

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.

NIF 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 consultant shall keep Norad's case administrator informed about the progress of the work and include them in discussions about important findings, topics and issues during the work.

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

As part of the assignment, the consultant shall make one presentation of the final result within two months after the report is completed, at a half-day seminar for NIF 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 May 2007.

Draft final report will be presented no later than 22nd of June 2007.

Final report will be presented no later than 20th of August 2007.

Norad

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July 2007

ISBN 978-82-7548-230-1