

Caritas Sweden
Programme for Peace,
Democracy and
Human Rights in
South America,
1997–2001

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and Human Rights
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Sida Evaluation 02/27

Department for Latin America

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Table of Contents

Resumen ejecutivo	i
Executive summary	vi
1 Evaluation Methodology	1
1:1 Objective	1
1:2 Evaluation methodology	1
1:3 Limitations	2
1:4 Acknowledgements	2
2 The Programme Context	3
2:1 Caritas Sweden	3
2:1:1 <i>Organisational development and capacity</i>	4
2:1:2 <i>Development cooperation with Latin America</i>	5
2:2 Caritas Internationalis	7
2:2:1 <i>Donor coordination</i>	7
2:3 The development context in South America	8
2:3:1 <i>The Catholic Church in South America</i>	9
2:4 Swedish development cooperation with South America	10
3 Findings	12
3:1 Peru	12
3:1:1 <i>Instituto Bartolomé de las Casas – Rímac (IBC)</i>	12
3:1:2 <i>Comisión Episcopal de Acción Social (CEAS)</i>	12
3:2 Colombia	13
3:2:1 <i>The National Secretariat of Pastoral Social (SNPS)</i>	13
3:2:2 <i>Pastoral Social Medellín (PSM)</i>	14
3:2:3 <i>Centro de Atención al Migrante (CAMIG) – Pastoral Social Bogotá</i>	14
3:2:4 <i>Jesuit Refugee Service (JRS)</i>	15
3:2:5 <i>Programa Por la Paz (PPP)</i>	15
3:3 Paraguay	16
3:3:1 <i>Pastoral Social Nacional (PSN)</i>	16
3:3:2 <i>Servicio de Educación Popular (SEDUPO)</i>	16
3:4 Regional capacity building of counterparts	17
4 Overall Assessment	18
4:1 Points of departure for the programme	18
4:1:1 <i>The definition of objectives</i>	18
4:1:2 <i>Caritas Sweden’s comparative advantages</i>	19
4:1:3 <i>Definition of human rights and humanitarian assistance</i>	19
4:2 Programme impact and relevance	22
4:2:1 <i>LFA-goal achievement</i>	22
4:2:2 <i>Choice of beneficiary groups</i>	22
4:2:3 <i>Institutional capacity building</i>	23
4:2:4 <i>Networking and other cooperation</i>	24
4:2:5 <i>The issue of gender</i>	24
4:2:6 <i>Relevance in relationship to Swedish development cooperation goals</i>	25

4:3	Caritas Sweden's capacity	26
4:3:1	<i>Programme administration</i>	26
4:3:2	<i>Financial management</i>	27
4:3:3	<i>Advocacy and information</i>	27
4:3:4	<i>Partner organisations' view of Caritas Sweden</i>	28
5	Recommendations	29
5:1	Recommendations to Caritas Sweden	29
	<i>Regarding points of departure for the Programme</i>	29
	<i>Regarding programme impact and relevance</i>	29
	<i>Regarding the capacity of Caritas Sweden</i>	30
5:2	Recommendations to Sida	31
	<i>Regarding the strengthening of Swedish development cooperation</i>	31
	<i>Regarding the planning of evaluations</i>	31
Annex 1	32
Annex 2	38
Annex 3	42
Annex 4	44
Annex 5	46
Annex 6	47
Annex 7	60

Resumen ejecutivo

1. Metodología de la Evaluación

De acuerdo al objetivo estipulado en los Términos de Referencia, se ha evaluado de qué forma el programa de Caritas Suecia por la Paz, la Democracia y los Derechos Humanos en América del Sur 1997–2001 ha cumplido con sus objetivos principales. Esos objetivos pueden ser resumidos como: *Promover una cultura de paz; incrementar el respeto por los Derechos Humanos e incrementar la participación de los grupos vulnerables en la sociedad civil.*

Se ha buscado valorar la relevancia global de los proyectos en el Programa de Caritas Suecia, la elección de beneficiarios, métodos y actividades y si los mismos han contribuido al fortalecimiento institucional y a la sustentabilidad.

El equipo evaluador visitó Perú y Colombia en abril y mayo del 2002 realizando entrevistas con miembros del equipo de Caritas Suecia, representantes de otras organizaciones y personas con conocimientos sobre el tema de la evaluación, así como con las organizaciones contrapartes en esos países.

Reconocimientos

El equipo evaluador desea agradecer a todos aquellos que, a pesar de sus ocupaciones, dispusieron de su tiempo para recibir al equipo y compartir sus experiencias. Especialmente se agradece al personal del departamento de América Latina de Caritas Suecia por su buena disposición, asistencia y abierta colaboración en el proceso de la evaluación, así como a las organizaciones contrapartes en Colombia y Perú por su tiempo y dedicación.

2. Contexto del Programa

A pesar de la existencia de una organización establecida ya en 1946, no es hasta 1987 que aparece Caritas Suecia en su papel actual, donde el énfasis principal es la cooperación al desarrollo en el Sur y el trabajo pastoral social en Suecia. En los 15 años que han pasado desde su reorganización, Caritas Suecia ha crecido hasta ser una organización con proyectos en más de 50 países. Aunque Caritas Suecia es la organización para la cooperación al desarrollo de la Iglesia Católica en Suecia, la organización es independiente y responsable de sus propias decisiones.

La misión de Caritas Suecia se puede resumir:¹ Crear interés y promover el trabajo por el desarrollo a través de la información y de la asistencia financiera, coordinando el trabajo con la diócesis católica de Estocolmo, realizando trabajo social y caritativo en Suecia.

La dominante situación política en América Latina caracterizada durante décadas por dictaduras militares, graves violaciones a los Derechos Humanos y conflictos armados internos llevó a la organización a trabajar en el campo de la Paz, los Derechos Humanos y la Democracia, siendo esos temas el principal centro de atención en el Programa desde 1999.

Caritas Suecia es un miembro activo de la confederación Caritas Internationalis, una red de 154 organizaciones católicas de asistencia, desarrollo y trabajo social presentes en 198 países y territorios que tiene su sede central en el Vaticano. Caritas Internationalis proporciona un foro para el diálogo y el intercambio así como para la construcción de conocimiento entre sus miembros. Caritas Suecia participa en diferentes grupos de trabajo, coordinaciones e intercambio de experiencias.

¹ De www.caritas.se, Nuestra Misión, 10/5 2002.

3. Conclusiones

Sobre la base de lo recogido en el proceso de la evaluación y a la estrategia de la cooperación de Suecia, el equipo evaluador ha definido conclusiones tanto referentes a Caritas Suecia como organización y a su trabajo, así como al de sus contrapartes. Algunas de ellas se enumeran a continuación.

Caritas Suecia como organización y a su trabajo

- Caritas Suecia es una organización respetada y valorada en el medio en que desempeña su trabajo en los diferentes países sudamericanos así como entre otras organizaciones e instituciones suecas.
- La política elegida por Caritas Suecia se ajusta a la estrategia de cooperación definida por el organismo gubernamental de Suecia para la cooperación, ASDI, aunque la evaluación hace algunas observaciones sobre su implementación.
- La mayoría de los programas y proyectos son de alta relevancia, tanto en lo referente a la realidad como a la relación con los objetivos de la cooperación sueca. A pesar de eso, la evaluación considera que los diferentes programas y proyectos tienen carencias en la planificación, especialmente en sus fases iniciales. La mayoría de los objetivos de los proyectos han sido cumplidos y, en algunos casos, los resultados han sido superiores a los esperados.
- La relación de Caritas Suecia ha promovido, hacia sus contrapartes, cambios democráticos, intercambio de experiencias, promoviendo el fortalecimiento institucional. Esto ha permitido un progreso considerable en la planificación y en los informes de las contrapartes en el período evaluado. Ese soporte institucional es apreciado por las organizaciones contrapartes. La mayoría de las mismas describe la relación con Caritas Suecia como abierta y franca, basada en intereses mutuos de desarrollo.
- La mayoría de las organizaciones contrapartes de Caritas Suecia en América del Sur pertenecen a los sectores progresistas de la Iglesia Católica. Apoyando esos sectores, Caritas Suecia desea promover el trabajo por los Derechos Humanos y el fortalecimiento de la democracia desde dentro de la plataforma de la Iglesia. Ese acceso único a las estructuras de la Iglesia Católica y la consecuente posibilidad de incidir desde dentro, es el factor considerado como la ventaja comparativa que Caritas Suecia tiene como actor en el campo de la paz, la democracia y los Derechos Humanos en América Latina. Sin embargo es necesario que Caritas defina una estrategia sobre su papel como actor a en ese contexto. Para ello requiere de un conocimiento más amplio y experiencia sobre el funcionamiento de la Iglesia Católica, en general, y específicamente en el contexto latinoamericano.

La definición de Derechos Humanos, Asistencia Humanitaria y Género

- La evaluación ha recogido que el criterio de trabajo de la Iglesia Católica por los Derechos Humanos, difiere en muchos casos con las definiciones basadas en Convenciones Internacionales que dan al Estado una responsabilidad central en la protección de los derechos de los ciudadanos. En algunos períodos y lugares, la Iglesia Católica emplea una estrategia de disminución de sus denuncias y exigencias hacia el Estado, dando mayor importancia a una política de neutralidad. Eso le permite mantener una buena relación con el Estado y principalmente, su presencia y accionar en todo el territorio, lo cual contribuye a la imagen de prestigio e imparcialidad de la Iglesia. Sin embargo, desde fuera de la Iglesia y principalmente, desde sectores de la propia Iglesia, se demanda una actitud más proactiva, que utilice el poder de la Iglesia para incidir en las decisiones de los actores de los conflictos, en las decisiones políticas de los estados.
- Desde un punto de vista filosófico, la religión católica y los Derechos Humanos están muy cercanos en criterios. Una diferenciación se presenta referida a los derechos de la mujer y en la visión de la Iglesia Católica concerniente al papel de la mujer en la sociedad y especialmente en la Iglesia misma. La Iglesia Católica es por definición una estructura jerárquica donde los hombres ocupan

los espacios de decisión y poder. Esa estructura institucional es, *per se*, un obstáculo para el desarrollo de género. Esto ha constituido un desafío para Caritas Suecia, que ha hecho un esfuerzo encomiable logrando situar el tema de género en el programa de cada país, incrementando los conocimientos y la conciencia sobre temas de género.

- También se presenta una diferencia referida a la asistencia humanitaria. La Iglesia Católica tiene una tradición caritativa, fundamentada en la caridad como una de las tres virtudes teologales. En situación de conflictos armados internos y falta de respeto a las normas de Derechos Humanos y del Derecho Internacional Humanitario, como en Colombia por ejemplo, las agencias de Naciones Unidas, organizaciones no gubernamentales nacionales e internacionales (entre ellas el organismo gubernamental de Suecia para la cooperación) y gobiernos extranjeros, coinciden en que la situación de las personas afectadas por la violencia (desplazadas, víctimas de guerra, etc.) requiere un trabajo enmarcado en la defensa de los Derechos Humanos, con la cuota de responsabilidad que le corresponde al Estado, teniendo en cuenta a las personas afectadas como sujetos capaces de cambiar su situación. Una atención puramente asistencial negaría a las personas perjudicadas ese derecho, debilitando su papel.

Por las opiniones recogidas, y debido a que el trabajo de emergencia humanitaria es importante y altamente relevante, la evaluación entiende que Caritas Suecia debería apoyar aquellos proyectos e iniciativas que consideren a los beneficiarios como sujetos más que a los esfuerzos que apuntan a la asistencia de emergencia.

- Otro aspecto observado por la evaluación lo constituye el componente de evangelización visible en varios de los proyectos apoyados por Caritas Suecia, a pesar que esa acción no es un objetivo de la organización. La evaluación entiende que existe una confusión de interpretación sobre la relación estrecha entre la doctrina cristiana y la defensa de los Derechos Humanos y el uso de ésta última como parte de una estrategia para difundir la doctrina de la Iglesia. Esta diferencia es parte de la falta de una definición sobre el trabajo por los Derechos Humanos entre los diferentes actores del programa de Caritas Suecia.

En suma, la evaluación encuentra que Caritas Suecia necesita una nueva discusión para definir el trabajo de Derechos Humanos y consecuentemente una discusión sobre qué objetivos de Derechos Humanos establecer y qué instrumentos usar para alcanzarlos. Debido a su posición única, se considera que Caritas Suecia tiene un gran potencial para desarrollar esa discusión en el seno de la Confederación Caritas y con sus organizaciones contrapartes.

El personal y posibilidades de intercesión

- El departamento de América Latina de la sede central de Caritas Suecia ha sufrido durante varios años considerable rotación y cambios de personal. Eso ha debilitado la continuidad de los programas y la adaptación de las contrapartes a las personas representantes. El desarrollo del departamento y la resolución de necesidades inmediatas ha dependido de iniciativas personales más que de una política de personal definida en el plan de fortalecimiento institucional.
- Caritas Suecia juega un papel importante dentro de Caritas Internationalis, participando en diferentes grupos de trabajo y promocionando un enfoque más profesional especialmente en lo relacionado con la cooperación al desarrollo. En ese contexto, Caritas Suecia tiene la oportunidad de promover intercesión ante los dirigentes de la Iglesia Católica en diferentes países.

4. Recomendaciones

Recomendaciones a Caritas Suecia

- 1: Se recomienda a Caritas Suecia concentrar el Programa por la Paz, la Democracia y los Derechos Humanos en América Latina en la promoción de los Derechos Humanos y la denuncia de las violaciones a los mismos., así como participar en los mecanismos de búsqueda de soluciones en Perú, Paraguay y Colombia. En ese sentido proyectos de carácter puramente humanitario deberían ser sacados del Programa. El objetivo de esa concentración recomendada es el de focalizar el programa en las prioridades establecidas por la cooperación sueca para el desarrollo e incrementar el impacto potencial.
- 2: Esa redefinición del programa sería parte de un proceso de planificación estratégica que debería ser llevado en estrecha colaboración con las organizaciones contrapartes, sus grupos beneficiarios, así como con otros actores de experiencia relevante y que incluiría los siguientes elementos:
 - la definición más precisa de objetivos de desarrollo de corto y mediano plazo, basada en una estrategia que considerara las ventajas comparativas de Caritas Suecia como agencia de cooperación y contraparte.
 - el desarrollo de una investigación de línea de base, incluyendo indicadores cuantitativos y cualitativos para verificar el progreso.

El proceso de planificación estratégica y fortalecimiento institucional debería acompañar la capacitación hacia Caritas Suecia y sus organizaciones contrapartes en metodología de planificación LFA, en temas de género y de Derechos Humanos.

- 3: Se recomienda a Caritas Suecia iniciar un proceso de capacitación y reflexión que tenga en cuenta las diferencias y similitudes teóricas y prácticas entre trabajo social, asistencia humanitaria, Derechos Humanos y construcción de la paz. Ese proceso debería partir desde proyectos específicos y experiencias de las contrapartes y contar con el soporte de expertos externos con conocimiento de otros países. Constituiría un proceso que ayudaría a Caritas Suecia y a sus contrapartes a clarificar esas diferencias.
- 4: Se recomienda a Caritas Suecia definir una estrategia global de género para la próxima fase del Programa por la Paz, la Democracia y los Derechos Humanos en América Latina que incluya el financiamiento para capacitación, tanto de Caritas como de sus contrapartes.
- 5: El número de grupos beneficiarios es significativo y dificulta el seguimiento. Se recomienda a Caritas Suecia que, en el ámbito del proceso de planificación estratégica, se decida sobre un número más limitado de beneficiarios primarios en diferentes niveles para incrementar el impacto potencial y la concentración de experiencias.
- 6: Se recomienda a Caritas Suecia, para el trabajo por Colombia, convocar regularmente a seminarios y talleres sobre temas como Derechos Humanos, resolución de conflictos y ayuda humanitaria. Si la convocatoria fuera coordinada desde el grupo con Caritas Internationalis tendría mayor impacto. También se recomienda que para la elección de temas, ponentes y materiales educativos se consulte también fuentes externas a la Iglesia Católica, incluyendo actores suecos en cada país.
- 7: Se recomienda a Caritas Suecia esforzarse por una mayor coordinación con otras agencias y actores con similares objetivos más allá de la Iglesia Católica. Eso implicaría mayores recursos y tiempo dedicado al programa, pero los efectos tendrían un mayor efecto multiplicador.

8: En el informe de evaluación se hacen diferentes recomendaciones y sugerencias a Caritas Suecia sobre organización y funcionamiento, de las cuales se destaca la recomendación de considerar: mejorar el sistema de seguimiento y monitoreo de los proyectos, tener una participación más activa en redes nacionales y regionales así como en otros foros para cooperación, tanto en América Latina como en Suecia, que permitan mayor conocimiento del contexto en que trabajan las contrapartes. También se recomienda definir cómo la organización trabajará con cabildeo para que este recurso se convierta en un objetivo importante del programa de América Latina.

Recomendaciones a ASDI

9: Entre las recomendaciones que la evaluación hace al organismo gubernamental sueco de cooperación Asdi, se incluye la de realizar encuentros entre organizaciones de cooperación suecas y otros actores con intereses y objetivos similares, promoviendo cooperación e intercambio de información y experiencias, así como la realización de actividades conjuntas principalmente en el campo de los Derechos Humanos para promover la capacitación, discutir estrategias y fomentar la definición de indicadores cualitativos para el seguimiento y evaluación del trabajo.

Estocolmo en Octubre 2002
Jocke Nyberg, Lilian Sala y Anna Tibblin
Context

Executive Summary

1. Objective and evaluation methodology

The purpose of this evaluation is to assess to what extent the Caritas Sweden programme for Peace, Democracy and Human rights in South America 1997–2001 has fulfilled its main objectives. These objectives can be summarized as: *To promote a culture of peace, to increase respect for Human rights and the participation of vulnerable groups in civil society.*

The evaluation has studied to what extent choices of beneficiaries and methods have been appropriate in order to reach the desired results, if the activities within the programme have contributed to institutional strengthening and sustainability and last but not least, how Caritas Sweden and its partner organisations deal with gender issues.

In accordance with the Terms of Reference, the evaluation team visited Colombia and Peru, whilst Paraguay was studied by means of available documentation and interviews with Caritas Sweden personnel only.

2. Programme Context

Swedish Catholic Relief Work was established in 1946, as a response to the immense humanitarian needs in post-war Europe. It was not until 1987, however, that Caritas Sweden appeared in its present role, where the main emphasis is development cooperation in the South and social pastoral work in Sweden. Today Caritas Sweden runs projects in more than 50 countries worldwide.

Development cooperation with Latin America started with scattered project support. Over time, projects were collected under a joint heading, subsequently to become the Programme for Peace, Democracy and Human rights in Latin America. Human rights and democracy have been the main focus since 1999. Since 1995/96 Caritas Sweden has received a little more than MSEK 32 in funding from the Sida Regional Department for Latin America (RELA).

3. Conclusions

- The Caritas Sweden programme is the result of 15 years of cooperation with a number of partner organisations in various countries in Latin America. The overall heading – Peace, Democracy and Human rights – has been a means to gathering the multitude of projects and organisations under one roof and an attempt to pull in more or less the same direction. This concentration is mainly the result of a process in which Caritas Sweden has gradually become more professional in its role as a donor agency and partner.
- The gradual concentration, eventually resulting in a more concerted programme, is also the main explanation for the lack of general baseline studies or the existence of macro data on what exactly the programme – defined as the combined results of the projects – wishes to achieve. Both Caritas Sweden and Sida/RELA have found that the general perception that there is a lack of peace, democracy and respect for Human rights – has been sufficient to justify the programme.
- Unique access to the structures of the Catholic Church and thereby opportunities to promote change from within, are factors that are frequently referred to by Caritas Sweden and Sida/RELA as the perhaps most important comparative advantages that Caritas Sweden has as an actor in the

fields of peace, democracy and human rights in Latin America. It appears, however, that these comparative advantages have not been sufficiently considered when choosing partner organisations or projects. Caritas Sweden thus lacks a defined strategy on what role the organisation can play as an actor in the Latin American context.

- Promotion and defence of Human rights is one of Caritas Sweden's main points of departure in its programme cooperation with South America. The evaluation team finds that although the programme is defined as working for human rights – the points of departure for such work vary greatly among the different actors. This difference in definition contributes to confusion between Caritas Sweden, Caritas Internationalis, partner organisations in Latin America and their beneficiaries, as well as with Sida/RELA and other cooperating organisations in Sweden. This confusion directly affects the expected and desired results of the development cooperation.

Programme impact and relevance

- On a general level, goal achievement is high to very high in almost all of the projects studied. Deviations from the planned results are in most cases easily explained and the problems encountered are no different to those in most types of development cooperation programmes.
- Many partner organisations have presented specific reporting on different quantitative measures, but less qualitative analysis on how efforts may have contributed to increased respect for Human rights etc. Reporting on the whole lacks concrete and measurable objectives regarding the more long-term sustainability of efforts.
- Caritas Sweden's Latin America Programme directs support to different levels of partner organisations, with more or less direct access to the most poor and vulnerable groups in society. Several of their partner organisations work with practically all groups in society. This is in part because the organisations apply an approach to their mission as a structure within the Catholic Church. But that does not necessarily mean that Caritas Sweden is obliged to finance projects involving such disparate categories of beneficiaries.
- Although strategic planning has improved considerably during the evaluated time period, the evaluation finds that Caritas Sweden still needs to clearly define why the organisation wishes to support certain groups and/or actions, i.e. construct a strategy that reaches all the way down to recipient level.
- Caritas Sweden's Latin America Programme has, during the evaluated period, contained several components specifically aimed at strengthening institutional capacity of both partner organisations, as well as Caritas Sweden itself. This form of support has also gradually become more professional as well as the result of a defined strategy, rather than of pure necessity.
- The strengthening of existing networks, and in some cases the creation of new ones, is an important component in several of the projects supported within the framework of the programme. It could be stated that Caritas Sweden has played an instigating role in helping partner organisations to see the need for, or advantages of, broader cooperation and/or participation.
- Caritas Sweden has made commendable efforts to put gender on the national agenda in each of the programme countries and also within the objectives of all projects supported. These efforts have included repeated training activities and innovative tactics towards the more conservative sectors within their partner organisations. Despite their successes, Caritas Sweden has not yet defined an overall gender strategy for their programme in Latin America.

Caritas Sweden's capacity

- The Latin America Department at Caritas Sweden headquarters has, for several years, suffered from high staff turnover. Immediate needs have been resolved thanks to loyal employees, but with little institutional backup or planning. Development has thus depended on personal initiative, rather than on a plan for institutional strengthening, including a defined personnel policy.
- The programme officers at the Latin America Department at Caritas Sweden headquarters participate in various networks and initiatives concerning their countries. At present, Caritas Sweden has not defined any general strategy for advocacy. Instead, the organisation works sporadically on different initiatives, resulting in a rather diluted effect.

4. Recommendations

- 1: In order to increase overall impact and sharpen focus within the stipulated priorities of Swedish development cooperation, the evaluation recommends Caritas Sweden to further concentrate the Programme on the promotion of Human rights and denouncing human rights violations, participating in solution mechanisms (Peru, Paraguay and Colombia) and promoting conflict resolution (Colombia). Such concentration implies that several current projects of more humanitarian and/or charity nature should be phased out.
- 2: The evaluation also recommends that such a redefinition of the Programme should depart from a strategic planning process carried out in close collaboration with partner organisations and include the definition of more strict short and middle term development objectives, based on a strategy that considers Caritas Sweden's comparative advantages as a donor agency and partner. Also, a baseline study (common point of departure) should be elaborated. Within the scope of a strategic planning process, Caritas Sweden should also decide on a more limited number of primary beneficiaries on different levels in order to increase potential impact.
- 3: Caritas Sweden is strongly recommended to define an overall gender strategy for the next phase of their Latin America Programme. Such a strategy should include continued financing of regional training of partner organisations regarding gender issues, as well as training of Caritas Sweden.
- 4: In order to avoid confusion, Caritas Sweden is recommended to initiate a process of training and further definition regarding theoretical and practical differences between social work, humanitarian assistance, human rights and peace building.
- 5: Caritas Sweden is recommended to elaborate a personnel policy, including guidelines for recruitment, introduction, training and capacity development of their employees. Also, it is recommended that the organisation define how programme officers will work with advocacy.
- 6: The evaluation recommends Sida/RELA to organise regional meetings between Swedish and other development cooperation actors with similar interests and objectives. The objective would be to stimulate increased cooperation and information exchange, thus increasing the potential impact of Swedish funding.

*Stockholm in October 2002,
Jocke Nyberg, Lilian Sala and Anna Tibblin
Context*

1 Evaluation Methodology

1:1 Objective

The main objective of this evaluation is to assess to what extent the Caritas Sweden Programme for Peace, Democracy and Human rights in South America 1997–2001 has fulfilled its main objectives. These objectives can be summarised as: to *promote a culture of peace, to increase respect for human rights and to increase participation of vulnerable groups in civil society.*

Aspects of special interest have been the overall relevance of the components in the programme, if the choice of recipients and methods have been appropriate in order to reach the desired results, if the activities within the programme have contributed to institutional strengthening and sustainability and last but not least, how Caritas Sweden and its partner organisations deal with gender issues.

The evaluation assignment was also carried out with the specific objective of providing input for Sida's discussions concerning a new strategy for Sweden's development cooperation with South America.

1:2 Evaluation methodology

The evaluation team has studied the development of Caritas Sweden and the organisation's Programme for Peace, Democracy and Human rights in South America during 1997–2001. Although the entire period has been studied, main focus has been placed on developments during 1999–2001 in Colombia, Peru and Paraguay. The evaluation concentrates on development cooperation carried out with financial support from Sida's Regional Department for Latin America, RELA.

In addition to studying a considerable amount of project documents, reports and other evaluations from the period, the evaluation team has also included findings from other written sources, such as the Management Audit Report that Sida/SEKA carried out in 1999, Caritas Sweden's Project Manual and Sida's guidelines for development cooperation with the countries studied.

The evaluation team visited Peru and Colombia in April and May 2002. Interviews were conducted with members of Caritas Sweden staff, representatives of other organisations or persons with specific knowledge on the subjects at hand, as well as with the partner organisations themselves in both Peru and Colombia. In the latter case, the evaluation team met with representatives from different levels of the organisations, from grass-root beneficiaries to leadership.

The interview method was semi-structured, using a questionnaire based on open-ended statements and questions on different aspects of evaluation. Several interviews were also carried out by means of focal groups, i.e. group interviews led by a member of the evaluation team. In addition, a half-day workshop was held in Bogotá to discuss preliminary findings with the members of the evaluation team and the Caritas Sweden programme officer for Colombia.

All information in this report is based on interviews and/or written material. When not cited directly in the text, sources can be found in the list of people interviewed and the literature list, Annexes 2 and 3.

The evaluation team consisted of Anna Tibblin and Jocke Nyberg from the Sweden-based consultant Context and Lilian Sala, an evaluation consultant based in Uruguay. This evaluation report has been written as a joint effort, subsequently edited by Anna Tibblin who also served as team leader.

1:3 Limitations

It was not possible for the evaluation team to access all necessary documentation before carrying out the field visit to Peru and Colombia. Partner organisations' reports to Caritas Sweden were not, for example, studied prior to interviews. This posed a limitation, as valuable meeting time was used to locate documents.

The Terms of Reference stipulate that more attention should be given to Colombia and Peru, and that Paraguay should be assessed by means of a desk study only. The findings concerning this country are therefore fully based on available documentation and interviews with Caritas Sweden personnel. The fourth country in the Caritas-Sida Latin America Programme – Guatemala – was not included in the evaluation.

Due to the limited time plan, it was not possible to visit any projects implemented by the partner organisation CEAS in Peru. These projects are located in areas quite distant from the capital.

1:4 Acknowledgements

The evaluation team would like to thank all of those who, despite busy schedules, took the time to meet with us and share their experience. The authors also wish to extend a special thanks to the staff of the Latin America Department at Caritas Sweden for their willingness to assist and their open-minded interest in the evaluation process. Partner organisations in Colombia and Peru are also gratefully acknowledged for their time and attention during the evaluation.

2 The Programme Context

2:1 Caritas Sweden

Swedish Catholic Relief Work, as it was named at the time, was established in 1946, as a response to immense humanitarian needs in post-war Europe. It was not until 1987, however, that Caritas Sweden appeared in its present role in which the main emphasis is development cooperation in the South and social pastoral work in Sweden.

Caritas Sweden is a young organisation compared with other Swedish non-governmental organisations working with development cooperation. During the 15 years that have passed since the re-organisation, Caritas Sweden has grown from a small and relatively anonymous actor to an average-sized organisation with projects in more than 50 countries.

Although Caritas Sweden is the organisation responsible for the development cooperation of the Catholic Church in Sweden, the organisation is independent and accountable for its own decisions. Personnel employed at Caritas Sweden headquarters are not necessarily religious, Catholic or members of the Catholic Church.² The organisation is led by a board that is elected by the organisation's Annual General Meeting.

Mission

Caritas Sweden defines its mission as follows³:

- to create interest in development work by means of information
- to promote development via financial assistance
- to co-ordinate international development assistance (work) within the Catholic diocese of Stockholm
- to carry out charity and social work in Sweden – for example guidance and support to asylum-seekers and refugees.

Policy for Development Cooperation

“Caritas Sweden cooperates with sister organisations within the Caritas confederation and other partner organisations in the South and East with the objective of combating poverty and repression and to promote justice and human dignity. In this manner, Caritas contributes to building God's kingdom in the world.”⁴

The Caritas Sweden policy for development cooperation also stipulates, in brief:

- Caritas works together with other development organisations in order to enhance donor coordination and attain more efficient cooperation.
- Projects should primarily target the reasons for poverty, repression, illness, lack of knowledge and suffering etc – rather than its symptoms as such.
- Regarding the choice of partner organisations, Caritas Sweden works primarily with sister organisations within the Caritas Confederation, and then with other church or non-church organisations.

² A comprehensive organisation chart is presented in Annex 7.

³ From www.caritas.se, Our Mission, 020510.

⁴ Policy for Development Cooperation, Caritas Sweden, 990906, author's translation.

- Caritas Sweden should actively work with the raising of public awareness of the reasons for poverty and marginalisation, as well as the Christian responsibility and mission.
- Caritas Sweden should enhance cooperation within the Caritas confederation by increasing the joint competence and professionalism of the member organisations.
- Caritas Sweden strives for a more comprehensive approach and promotes programme thinking when and where specific projects are positively interlinked.

2:1:1 Organisational development and capacity

In 1999, Sida's department for cooperation with Non Governmental Organisations, SEKA, carried out a Systematic Management Audit Review of Caritas Sweden⁵. The audit provides a general assessment of the capacity of Caritas Sweden, pointing out both strengths and limitations.

The audit looked more closely at 5⁶ of the 15 member and 12 associate member organisations that constitute the Swedish Mission Council (SMR), in which Caritas Sweden is a member. The organisations studied were found to have, generally speaking, three different points of departure in their international development work.

- To promote mission work and the partner organisations' parochial work.
- To place emphasis on meeting social needs, putting parochial work in the background.
- To strengthen the capacity of partner organisations as a means of building civil and democratic cooperation based on strong, local, grass-roots support.

The audit concluded that among the organisations reviewed, Caritas Sweden had the most developed strategy in relationship to the third point. Caritas Sweden was also considered to be the organisation that described its projects and activities best.

Among critical conclusions it was found that Caritas Sweden, often together with the other organisations studied, suffered from several deficiencies. Some key aspects identified by the audit:

- The prevailing focus of Caritas Sweden's development cooperation had, to a great degree, been decided by the programme officer responsible, rather than as a result of strategic overall planning.
- Strategies often existed, but there was a general lack of strategic goals in the planning process. The effects of the projects were very rarely reported or described. There was an apparent lack of indicators.
- Caritas Sweden lacked structured and common criteria for analysis and choice of partner organisations. Also, analysis of organisations had not been systematically documented and, in some cases, there were no contracts between Caritas Sweden and its partners. An assessment of needs was only carried out on rare occasions prior to choosing a new partner organisation.
- Reviews of partner organisations was not always performed according to Sida's guidelines and could consequently not be followed up and reported according to established regulations. Several deficiencies were reported regarding financial management and internal control.

The present evaluation finds that Caritas Sweden has worked to improve the organisation's performance on all points mentioned in the audit. Among the measures taken, Caritas Sweden has elaborated a number of planning instruments, routines, criteria, procedures etc for just about every activity within the organisation. These documents are gathered in an extensive Project Manual. Also, a database system, Pius, has been implemented in order to achieve better control and higher levels of efficiency.

⁵ Styrning och kontroll inom Svenska Missionsrådet (Sida/SEKA, Dec 1999). By Per Ångmo, Inga-Britta Sundin and Hans Törnqvist, Öhrlings Pricewaterhouse Coopers.

⁶ Caritas Sweden, InterAct (Nybygget), Erikshjälpen, Svenska Missionsförbundet and Adra.

These issues will be further discussed in the concluding analysis in this evaluation, concerning Caritas Sweden's institutional capacity.

2:1:2 Development cooperation with Latin America

Members of Sweden's Young Catholics⁷ began supporting projects in Chile in 1985⁸ with funding from Sida (Humanberedningen). These projects were subsequently incorporated into Caritas Sweden when the organisation was re-founded in 1987.

At this time, development cooperation with Latin America was referred to as project support. There was no overall title or focus towards the continent as such. People who came to work at Caritas Sweden brought with them their own personal experience and contacts from Latin America, especially from Chile and later on Chiapas, Mexico.

The dominant political situation in Latin America during the 1970s, 80s and in the early 90s, characterized by military dictatorships, authoritarian regimes, gross violations of human rights and internal armed conflicts, led the organisation to work within the fields of peace, human rights and democracy. "Anyone who has visited Latin America understands that human rights should be the focal point for any development cooperation effort", as one Caritas strategy document states.

In the mid 1990s, Caritas Sweden supported a substantial number of projects in various countries in Latin America without having any specific benchmark or specialisation. There was also a growing consciousness at Stockholm headquarters on the need to concentrate efforts in order to become more efficient in terms of both development impact and administrative capacity.

The multitude of projects were thus collected under a joint heading, subsequently to become the Programme for Peace, Democracy and Human rights in Latin America. Some projects were phased out, but most were allowed to continue as long as they could fit into the overall development objective. Human rights and democracy have been the main focus of the Programme since 1999.

Financial support

Since 1995/96 Caritas Sweden has received funding from the Budget Allocation for Latin America, administrated by the Sida Regional Department for Latin America (RELA). Funding has been distributed as follows.

Sida/RELA support to Caritas Sweden activities in South America 1997–2001:

Country and budget item	Time period	Sum in SEK
Colombia, Peru and Paraguay	1997–1999	6 675 000
Additional support to Colombia	1998	1 695 000
Additional support to Colombia	1999	2 455 000
Additional support to Colombia and Peru	1999	2 668 300
Agreement 2000–2002: Colombia	2000–2001	8 760 000
Agreement 2000–2002: Peru	2000–2001	2 480 000
Agreement 2000–2002: Paraguay	2000–2001	1 540 000
Programme costs	2000–2001	4 225 000
Administration	2000–2001	1 515 000
	Total	32 013 000

⁷ Sveriges Unga Katoliker, SUK

⁸ The cooperation began with two Jesuit organisations in Chile, CIIDE and PIE, which worked with leadership training in poor neighbourhoods during the military dictatorship.

Additional funding from Sida

Caritas Sweden also receives funding from other departments within Sida, such as the Humanitarian Department⁹, the different regional departments as well as the Department for Cooperation with Non Governmental Organisations. Caritas Sweden manages several development projects financed by Sida via the Swedish Mission Council (SMR). Although not forming part of this evaluation, the projects are listed below as they are administrated by the staff at the Caritas Latin American Department and therefore affect the overall working load of the organisation.

Projects financed by SMR in South America 1999–2001:

Country and project	Time period	Sum in SEK
Colombia: Youth Centre in Quibdo	2000–2002	570 000
Peru: Regional rural development in the Andean region, Cuzco, CCAIJO	1999–2001	974 000
Peru: National campaign for foreign debt reduction	2001	440 000
Paraguay: Education for minor offenders, Youth prison Cnel Panchito Lopez	2001	713 000
Paraguay: Local participation, Jaipotova	2001–2002	990 000
	Total	3 687 000

Activities in Sweden concerning Latin America

Caritas Sweden works together with other Swedish non-governmental organisations in a network called the Colombia Group. The objective is to share information and jointly advocate increased public commitment and opinion about the situation in Colombia as a means to promoting a peaceful solution to the armed conflict.

In 2000, a number of Swedish organisations, including Caritas Sweden, organised a seminar in the Swedish Parliament with the participation of all political parties to discuss the peace process. Another seminar was held to promote increased interest among non-governmental organisations. This resulted in the creation of the network and the publication of a newsletter about events in Colombia. Caritas Sweden has also participated in related events, such as a postcard campaign and regular advocacy meetings with governmental officials.

Caritas Sweden also participates in several other initiatives aimed at information sharing and coordination among Swedish non-governmental organisations. Examples of such are the Network for Central America, the Network on Human rights in Mexico, as well as the Jubilee 2000 campaign, where Caritas Sweden established successful advocacy cooperation on issues of debt relief with its partner organisation CEAS in Peru.

As Caritas Sweden does not have a specific department for advocacy, it is part of the work of the programme officers to monitor developments in the they work with, as well as to participate in Swedish and other networks and initiatives promoting the interests of their partner organisations in the South.

Caritas Sweden and the Swedish Catholic Community

Over the years, lengthy discussions have been held about what to do with congregation members within the Swedish Catholic Church that would like to manage their own projects. Roughly 85 percent of the members of the Swedish Catholic Church originate from other countries, and the vast majority prefer to support development efforts aimed at specific groups in their countries of origin.

⁹ As an example, it can be mentioned that after the earthquakes in El Salvador in early 2001, Caritas received and channelled MSEK 1 in humanitarian assistance.

Caritas Sweden has decided that the organisation's level of involvement in this sort of projects will depend on the local group's knowledge about development cooperation and willingness to learn. Caritas Sweden also attempts to "sell" already existing projects to these local groups, as is the case with the youth centre in Quibdo, Colombia that is receiving support from the congregation in Stockholm.

2:2 Caritas Internationalis

Caritas Internationalis is a network of 154 Catholic relief, development and social work organisations present in 198 countries and territories. The network, headquartered in Vatican City, is a confederation of autonomous members. Practically every Catholic diocese – there are currently 2 500 around the world – has its own Caritas organisation within this network.

In addition to international structures, Caritas Internationalis also comprises regional structures, where Caritas Europa is one of seven regions. The General Assembly, which meets every four years, is the highest decision making body of Caritas Internationalis with representation from the entire membership. Caritas Internationalis provides a forum for dialogue and exchange, as well as capacity building among member organisations.

Caritas Sweden is an active member of the confederation, participating in several working groups and other coordinating and experience sharing initiatives. The president of Caritas Sweden, William Kenney CP, previously served as President of Caritas Europa. However, there is an on-going discussion within Caritas Sweden on the level of involvement the organisation should have at European level, as this commitment requires considerable resources, in terms of both time and people.

The General Assembly in 1999 adopted a strategic plan for the Caritas Confederation. A regional plan was also adopted for the member organisations in Europe. One of the principle objectives is increased cooperation within the Confederation. The General Assembly also decided to launch a process of evaluation and renewal for the Confederation. This process resulted in a strategic plan that addresses the whole organisation; its staff, structures, systems and management.

The strategic plan departs from an analysis establishing that the poverty gap is increasing in the world, that the provision of state services is decreasing, that increased globalisation and the free market model of development is resulting in widespread and long-term unemployment etc. This analysis is sustained with Pope John Paul II, urging Christians to "raise their voice on behalf of all the poor of the world."¹⁰ Among the priorities of Caritas Internationalis, working with advocacy and public opinion has been placed in the foreground.

2:2:1 Donor coordination

Within the Confederation, Caritas Sweden has developed close relationships with two like-minded organisations: Caritas Switzerland and Caritas Norway. Caritas Sweden and Caritas Switzerland co-finance projects in Guatemala and Colombia. The organisations also work closely together in the Colombia network within the Caritas Confederation, where they play a leading role.

Although the Caritas Confederation enables coordination and information sharing, the character of the different Caritas organisations constituting the membership differs greatly. The many different outlooks on the basic definition of development cooperation makes it difficult, not to say impossible, to establish a common policy and strategy for joint action in, for example, Latin America.

¹⁰ Tertio Millennio Adveniente 1994, # 51.

2:3 The development context in South America

Peru

Peru recently emerged from a decade of authoritarian government and is currently undergoing a process of democratic transformation. The transitional government of Valentin Paniagua (Nov 00 – July 01) initiated several institutional reforms that have been continued by the new Government under president Alejandro Toledo (inaugurated in July 2001). However, their human rights record remains poor in several areas.¹¹

Steps have been taken to improve the exercise of civil and political rights and to address allegations of corruption in the judiciary, the executive and the intelligence service. Examples of such measures are the establishment of the National Initiative Against Corruption and the Commission for Truth and Reconciliation, and the creation of a Commission on Constitutional Reform. In February 2001, Congress voted to return the country to the jurisdiction of the Inter-American Court of Human rights.

Civil society organisations, including political parties and primarily the human rights movement played an important role in the fall of the Fujimori regime in 2000. The systematic work among the organisations within the National Coordinator for Human rights (CNDDHH) in order to create public opinion resulted in 84 per cent of the population supporting the creation of a Truth Commission. Caritas Sweden's partner organisations participated actively in these efforts.

Colombia

A number of international organisations, from the UN system to Amnesty International, remain gravely concerned at the deepening human rights crisis in Colombia. The conflict is characterized by widespread and systematic abuses of human rights and international humanitarian law by all parties involved. In 2001 more than 5 000 people were killed in the context of the ongoing internal armed conflict, over 300 were victims of forced "disappearances", and over 200 000 people were forcibly displaced.¹²

The collapse of peace talks between the government and the largest armed opposition group, the *Fuerzas Armadas Revolucionarias de Colombia*, FARC, (Revolutionary Armed Forces of Colombia), heralds an immediate and grave intensification of the conflict and risks a deepening of the ongoing humanitarian catastrophe.

The vast majority of perpetrators of violations of Human rights and international humanitarian law continue to evade accountability in Colombia. One key factor, which enables impunity to continue, is the conflict itself. Other important causes are the existence of a strong military justice system, where military courts continue to handle cases of alleged human rights violations. Moreover, the Colombian government has consistently failed to take decisive action to confront and dismantle paramilitary groups and prevent further gross human rights abuses against the civilian population; these groups continue to operate with the apparent acquiescence, and sometimes open support, of some segments within the security forces.

The development of modus operandi of the two remaining guerrilla groups, Farc and ELN, has worsened the situation for the civilian population in many parts of the country. Both Farc and ELN systematically commit gross violations of international humanitarian law.

¹¹ From the UN Human rights system at www.hri.ca/fortherecord2001/vol4/peru.htm 020510 and the US Department of State, Country Report on Human rights practices at www.state.gov/g/drl/rls/hrrpt/2001/wha/8263.htm

¹² From the UN Human rights system at www.hri.ca/fortherecord2001/vol4/colombia.htm, Amnesty International at www.amnesty.org, and the US Department of State, Country Report on Human rights Practices at www.state.gov/g/drl/rls/hrrpt/2001/wha/8326.htm, 020510.

Paraguay

The democratic system is weak and is still suffering the consequences of the long dictatorship of Alfredo Stroessner, although it fell more than a decade ago. Luis Gonzalez Macchi assumed the Presidency in March 1999.

Although the Government is considered to generally respect human rights, serious problems exist in some areas. Among these can be mentioned forced military recruitment, violence and discrimination against women, abuse of children, and discrimination against persons with disabilities and indigenous peoples.¹³

Civil society is relatively weak and dispersed, primarily as a consequence of 40 years of dictatorship. The population has very little or no experience of democratic rule. Organised groups in civil society, particularly those representing the most discriminated and marginalized sectors are in great need of democratic experience and capacity strengthening in order to participate in the democratisation of the country.

2:3:1 The Catholic Church in South America

The social and political importance of the Catholic Church in Latin America is indisputable. The institution is present in the entire territory, including isolated regions ignored by the state and the public eye. This presence bestows the Church with prestige in society and credibility among the population.

The Catholic Church does considerable work in favour of the most impoverished and vulnerable, helping in situations of emergency etc. The Church is perhaps the one place where people will turn in times of crisis or great need, even in a situation as difficult as that of Colombia. The Catholic Church also continues to be the most important tutorial institution in several countries, such as Colombia and Peru.

The Catholic Church in Latin America is characterised by strong internal power struggles between conservative groups and a more reform-minded sector within the Catholic leadership. Both sectors have important leaders, representation and influence at all levels. Although the specific situation differs between the countries, the overall tendencies are more or less the same.

Several conservative movements have grown stronger during recent years, such as Opus Dei and Christian Life (*Sodalitium Christianae Vitae*), a factor strongly influencing the selection of bishops, priests and laicals. During the last few years, the number of conservative bishops has, generally speaking, increased slowly altering the composition of the episcopacy, especially in Peru.

As a response to the increasingly strong evangelical movement moving over the continent, the IV Latin American Bishops Conference in Santo Domingo 1992 decided that the Catholic Church would work more pro-actively with evangelisation in pursuit of new members. This decision has been fundamental in the construction of the current strategy of the Catholic Church in Latin America.

The Catholic Church in Peru

The Catholic Church in Peru has, in general, become more conservative during the last few years. One important factor is the strong influence and notoriety of Cardinal Sipriani, Head of Opus Dei¹⁴ in Peru. The more conservative policy can be noted in events such as an increasing disinterest in the defence of human rights and church pressure on more pro-active sectors of civil society.¹⁵

¹³ From US Department of State, Country Report on Human rights Practices, at www.state.gov/g/drl/rls/hrrpt/2001/wha/8297.htm and the UN Human rights system, at www.hri.ca/fortherecord2001/vol4/paraguay.htm, 020510.

¹⁴ Opus Dei (Work of God), was founded in Spain by the priest José María Escrivá de Balaguer, in 1950. This extremely conservative organisation, originally associated with the Franco regime, currently enjoys prominence in Rome. This was marked by the fact that pope John Paul II beatified Escrivá de Balaguer, 17 years after his death, in 1992.

¹⁵ Opus Dei selected Peru as the bridgehead for the organisation's offensive in Latin America, as a means of counteracting the influence of the Peruvian theologian Gustavo Gutierrez, the "Father" of Liberation Theory, heavily opposed by Escrivá and his disciples.

As an indication of the current development, the Peruvian Episcopal Conference issued a document in early 2002 questioning the concept of gender. According to the document, gender was invented by feminist groups as a means to gain control over reproduction, pro-abortion, rights for homosexuals to marry etc. In the document, the Episcopal Conference recognizes equal rights for men and women, but questions that all development should be viewed from a gender perspective.

The Catholic Church in Colombia

In the early 1990s, the Catholic Church played a protagonist function in the work for peace and defence of human rights. The Church initiated the National Conciliation Commission and did important work to strengthen the situation for internally displaced persons and others affected by the armed conflict.

The Catholic Church continues to maintain an extremely important role in many local parishes, although several bishops interviewed and other sources state that during the last few years the overall role of the Church has been downplayed due to lack of support from broad sectors of the Catholic leadership. Nevertheless, a large number of bishops, nuns, priests and other persons affiliated to the Church continue to carry out important and widely appreciated work in defence of human rights and peace, often risking their own lives while doing so.

The Church has, despite the armed conflict, succeeded in maintaining its presence in all regions in the country. This has largely been possible due to a delicate strategy of neutrality, which per se has included a low profile regarding denouncements of human rights violations. The Episcopal Conference expresses differences of opinion regarding the solution of the armed conflict. Whilst some bishops call for a military solution, others opt for a negotiated and concerted end to the conflict.

Regarding Church support for a peace process, prominent personalities have played important roles as negotiating parties on both national and local levels. The president of the Episcopal Conference, Archbishop Geraldi, acted as neutral party in the most recent peace negotiations with Farc.

Caritas Sweden has been careful to support the most progressive projects within the Catholic Church. Their partner organisations are widely recognised and respected for their work on human rights issues.

The Catholic Church in Paraguay

During the Stroessner dictatorship, sectors within the Catholic Church worked actively to promote the defence of human rights. When the regime fell in 1989, the Catholic Church however switched focus towards evangelisation, thus abandoning important forums for more social and political activities. The Church lost credibility in a time when many believe that it could have played an important role in strengthening the new democracy.

Since 1999, however, a more progressive attitude can be noted. A recent example is the Church's support to the farmers in the reform of Agrarian Law. During 2001, the Church called to national dialogue in order to try to establish a consensus between different actors in order to create political stability. Although this effort failed, it did contribute to increasing the credibility of the Church as a proactive institution within civil society.

2:4 Swedish development cooperation with South America

The main objectives for development cooperation with South America are alleviation of poverty and the promotion of democracy. This mainly includes efforts in the areas of human rights and democracy, administration and institutional development, education, research and economic cooperation. Swedish non-governmental organisations, multilateral players and public and private institutions are the primarily channels for development cooperation.

Efforts are concentrated to specific countries, of which Bolivia receives the most support. The largest commitments for improving protection and respect for human rights and supporting the development of democracy and peace are, however, in Colombia and Peru.

In recent years Sweden has, along with several leading development cooperation agencies, showed increased interest in supporting the peace process in Colombia. During the time span studied, 1997–2001, Swedish involvement has gone from mainly supporting human rights and democracy to more proactively supporting efforts for a negotiated settlement in the internal armed conflict. This is in part justified by the fact that Sweden has extensive experience in support for conflict resolution and peace building initiatives, for example from peace processes in Central America.

Much of the support supplied by Sweden is channelled via the UN system and Swedish non-governmental organisations such as Diakonia, Caritas, Save the Children, the Swedish NGO foundation for Human rights, The Swedish Trade Union Movement through LO-TCO Biståndsnämnd and others.

3 Findings

This chapter presents an overview of the partner organisations and the projects financed by Caritas Sweden. More extensive analysis and discussion on goal achievement in the projects financed can be found in the tables on each of the partner organisations, presented in Annex 6.

3:1 Peru

3:1:1 Instituto Bartolomé de las Casas – Rímac (IBC)

Instituto Bartolomé de las Casas (IBC) is a Catholic oriented academic foundation that gathers a number of intellectuals and progressive Catholic theologians who carry out social research on both national and international levels. IBC is a respected institution and the documents and analysis produced by the organisation are widely considered as important inputs both inside and outside the structures of the Catholic Church. Research is combined with projects oriented towards strengthening local democracy and popular participation. Liberation theorist Gustavo Gutierrez created the foundation in 1974.

Since 1999, Caritas Sweden has supported a project for training of local leaders in human rights and democracy issues. The project objective is to promote human rights and to stimulate increased popular participation among the weaker groups in society. In addition to project support, Caritas Sweden has also promoted institutional development by supporting IBC with tools for more efficient, strategic planning as well as evaluation.

IBC considers goal achievement to be high in the project, although some problems with the schedules have been presented. One problem is a lack of qualitative indicators to measure the long-term effects of training activities. Project methodology has been modified over time due to the lack of an initial baseline study.

The evaluation finds the training of local leaders to be extremely relevant in order to promote popular participation and strengthen democracy from below. However, there is a lack of strategy in creating more long-term sustainability, questioning the overall effect in terms of strengthening civil society. This deficiency is acknowledged within IBC and forms part of the dialogue with Caritas Sweden.

3:1:2 Comisión Episcopal de Acción Social (CEAS)

Comisión Episcopal de Acción Social (CEAS), created in 1965, is the official institution for social pastoral work of the Peruvian Episcopal Conference. CEAS works with local development, popular participation, human rights education/training and support to victims of human rights violations.

Caritas Sweden began collaboration with CEAS in 1991. Between 1997–2000, Caritas Sweden supported the Programme for Human rights, Democracy and Gender. According to reporting, the project resulted in networks increasing their overall capacity for analysis, organisation, representation and inter-institutional collaboration.

The current support to CEAS (2000–2002) is a Regional Programme for Coordination and Decentralisation of CEAS in the departments of Junín, Puno Ancash and San Martín. The project goal is to increase respect for human rights and to stimulate civil society participation among weaker groups in the above-mentioned regions, especially by women.

On a general level, goal achievement is considered high by both CEAS and Caritas Sweden. The evaluation establishes that CEAS has succeeded in strengthening women's participation on concrete issues within the scope of the programme.

3:2 Colombia

3:2:1 The National Secretariat of Pastoral Social (SNPS)

The National Secretariat of Pastoral Social (SNPS) is the institution of the Colombian Episcopal Conference for social pastoral work and the largest partner within Caritas Sweden's programme. SNPS co-ordinates and develops activities in the 69 dioceses. Activities have been oriented towards social work and, since 1998 with support from Caritas Sweden, Human rights Committees within the parishes have been established, human rights education/training developed and practical activities within conflict resolution carried out.

Caritas Sweden supports the SNPS as a means of influencing Catholic Church policy on national level. It is, for instance, SNPS that presents the report on "the current political situation" which is on the agenda of the Episcopal Conference. The analysis, which is often politically controversial, serves as a basis for official statement made by the Episcopal Conference. Another reason for Caritas Sweden's support is that SNPS works to strengthen and develop all Pastoral Social organisations in the country.

SNPS has, since the middle of 1990s, developed into a large project organisation as it has received substantial financial support from abroad. The most important contributors have been the European Commission and at least fifteen different Christian Aid organisations in Europe and North America. Caritas Sweden carried out a study in 1997 in order to obtain a full overview of the project activities of SNPS. The study concluded that SNPS needed to increase management capacity on all levels in order to efficiently handle the amount of programmes and projects.

Caritas Sweden has been aware of the insufficient management capacity and offered various forms of support aimed at training and to strengthen the capacity of the staff, particularly regarding recruitment of professional staff. SNPS has declined this offer. This is unfortunate.

Caritas projects financed by Sweden 1997–2000

Human Rights and Democracy on the Pacific Coast: This project includes training in human rights of afro-Colombian leaders and members, local individuals in positions of authority and employees and other people involved in the Catholic Church in four dioceses in the departments of Chocó, Cauca, Nariño and Valle. The project led to a strengthening of the dioceses and its relationship with the afro-Colombian communities.

Human rights for the indigenous people and the rights of the afro-Colombians according to the constitution: The purpose of this project was to strengthen the special department "Section de Pastoral Indígena y Afrocolombiana" (SPEC), whose main objective is to work with the afro-Colombians and the 60 indigenous groups in Colombia.

Support to the Development of the Catholic Church Human rights Work in Los Llanos Orientales (six departments), the Caribbean Coast (seven departments) and Los Santanderes (two departments): This project was financed by Caritas Sweden and Caritas Switzerland, and consisted of human rights training, legal aid and psychosocial rehabilitation for victims of violence. SNPS reports a large number of workshops and seminars in several locations. In others, representatives from the authorities, such as the Prosecutor's Office, the Defensor del Pueblo, and Police and Military did not participate in desired numbers.

Caritas projects financed by Sweden 2000–2002

A Peace Culture for Colombia: This programme aims to contribute to a peace culture, increase respect for human rights and an increase the participation of the most vulnerable people in civil society. Expected results include increased knowledge of law and lawmaking and the new constitution, enhanced

capacity to carry out dialogue and negotiations, strengthened organisations, provision of access to psychosocial rehabilitation, medical advice and legal aid to victims of violence, etc.

The evaluation finds that all programmes supported by Caritas Sweden and projects within SNPS show high levels of relevance, both in relating to reality and in relation to Swedish development cooperation objectives. However, the evaluation also concludes that the various programmes and projects have showed deficiencies in planning, especially in the initial phases.

3:2:2 Pastoral Social Medellín (PSM)

Pastoral Social Medellín (PSM) is the Catholic Church entity for social pastoral work in the archdiocese of this region, considered to be the strongest Catholic Church stronghold in the country. The emphasis of the work has changed during recent years; from previously mainly working with humanitarian needs, PSM is currently a proactive institution promoting initiatives for peace and justice.

Caritas Sweden's support 1997–2000

During this period, the main objective was to “contribute to a culture of peace in which human rights are respected within all groups in society and on all levels”. The expected results were to create increased awareness of human rights and conflict resolution among the general public, to open a dialogue between different sectors in society and thirdly, to consolidate the work for human rights within the Catholic Church. These results were to be achieved by quite a broad spectrum of activities, including different forms of education/training within the field of human rights.

However, for this period no indicators were defined in order to measure goal achievement. According to reporting, the level of violence in the poor neighbourhoods of Medellín would *most probably* have been worse without the work carried out by PSM in close collaboration with local parishes. Documented results include the training of several hundred local leaders working with human rights on a neighbourhood level. Also, humanitarian and legal support for victims of violence was reported to have been especially important during this period.

Caritas Sweden's support 2000–2002

The overall project goal for the current period of financing is to offer human rights education/training in four prioritised areas in Medellín, legal and psychological support for victims of human rights abuse, and to train prison interns in human rights.

Regarding the project for human rights education/training in four areas, the evaluation finds that the project objectives have been fulfilled and that results are, in several cases, better than expected. Human rights groups have been formed in secondary schools, several campaigns have been implemented, such as *Semana por la paz*, which incorporated 50 organisations in Medellín, have been carried out promoting the defence of human rights.

The project for human rights training of prison interns, however, shows significant difficulties. The objective is to train interns in human rights in order to promote a more peaceful prison environment and prevent interns from being recruited by armed groups. The evaluation team met with the project parties involved within PSM and also visited the Bellavista Prison. In both cases, there was little or no notion whatsoever of a human rights component within the programme. Caritas Sweden is well aware of the difficulties within this project and a dialogue is underway on its future.

3:2:3 Centro de Atención al Migrante (CAMIG) – Pastoral Social Bogotá

Centro de Atención al Migrante (CAMIG), forms part of a foundation tied to the Archdiocese of Bogotá. The centre is administrated by nuns and consists of a lodging house, a training centre, day-care and health facilities.

Caritas Sweden initiated cooperation with CAMIG in 1997 by supporting a study on the situation of internally displaced persons in Bogotá. Caritas Sweden continued to finance the centre with resources from Sida/SEKA up until 2001 when CAMIG was included in the Latin America Programme financed by Sida/RELA.

CAMIG has the ambition to offer internally displaced persons, refugees and migrants integrated support in the first, often emergency, phase of arrival in Bogotá. On an individual level, CAMIG carries out necessary work in a professional manner. Support to internally displaced persons is of high quality and most often achieves its purpose. All activities are well documented; the development of each individual is described.

The evaluation found no alterations from original planned objectives during the project periods studied. Through Caritas Sweden's financing, approximately 200 people each year have received integrated support. The project is purely humanitarian and addressed to individuals and families. CAMIG does not attempt to organise the recipients in defence of their rights as internally displaced persons.

The current guidelines for Swedish development cooperation with Colombia state support to internally displaced persons and their organisations as one of six priority areas. These areas are placed within the overall goal of supporting efforts that, as far as possible, contribute to a negotiated solution of the internal conflict, i.e. support to the peace process. The evaluation interprets that the guidelines stipulate priority for strategic support, rather than humanitarian assistance as such.

Caritas Sweden justifies support to CAMIG with the fact that the centre, in addition to being highly efficient and necessary, also manages important statistics and reports directly to the Episcopal Conference. The evaluation finds that Caritas Sweden's support to CAMIG falls outside the strategic scope established in the guidelines. The evaluation will therefore recommend that the support to CAMIG be phased out.

3:2:4 Jesuit Refugee Service (JRS)

The Jesuit Refugee Service (JRS) is an international organisation based in Rome, Italy, which operates in more than 50 countries worldwide. JRS was founded in Colombia in 1994 in response to the increasing numbers of internally displaced persons as a result of the armed conflict.

The objective of the JRS programme is to provide an integral solution for persons displaced by the armed conflict by accompanying and supporting them in the planning of their own future. This is to be achieved by means of providing emergency relief, activities promoting reintegration and coordination with other organisations working with internally displaced persons.

JRS is widely recognized as a relevant actor in conflict areas. However, in the case of Barrancabermeja, several other organisations comment that JRS is somewhat isolationist rather than active in the various networks that exist. JRS responds to the criticism saying that not all networks are efficient and therefore not worth participating in. The issue of network participation is an ongoing discussion between Caritas Sweden and JRS.

According to reporting and other documentation, goal achievement has been high during the entire period of Caritas Sweden financing. Some deviations have been reported regarding established schedules, but these can easily be explained by the development situation itself.

3:2:5 Programa Por la Paz (PPP)

Programa Por la Paz (PPP) is a Colombian non-governmental organisation founded in 1987 by the Jesuit order Compañía de Jesús. PPP works within the areas of human rights and peace education/training, ethical and Christian values, and the publication of studies concerning human rights and international humanitarian rights.

Caritas Sweden has financed human and civil rights education/training in the municipalities of Barrancabermeja, San Pablo and Tierralta (2001–2002), and networking on the peace process through the members of the temporary campaign network Colombia Va and other social movements (2000–2002). The overall project objective is to increase vulnerable social groups' participation in civil society.

Caritas Sweden is presently (from Nov 2001) financing a continuation of *Colombia Va* through the project Strengthening of civil society for peace, which brings together civil society with private and public actors linked to the peace process.

There is a visible component of missionising in several of the projects supported by Caritas Sweden, such as the youth programme in Tierralta and the peace education programme at the Fe and Alegría School in Barrancabermeja. Although PPP is, by definition, an organisation with religious objectives, the evaluation argues that the missionary component should be made more visible in project documentation and discussed further, as Caritas Sweden specifically expresses that the organisation's objective for its international cooperation is not to missionise, but to develop organisations and processes.

The evaluation also finds that the peace education/training programmes are, although relevant in their own context, rather far-fetched within the overall development objective. These programmes are more correctly defined as social prevention projects. Caritas Sweden has come to a similar conclusion and indicated that future financing will be directed towards projects of more political and strategic nature.

3:3 Paraguay

3:3:1 Pastoral Social Nacional (PSN)

Pastoral Social Nacional (PSN) is the organisation of the Episcopal Conference in Paraguay for social pastoral work. Caritas Sweden has supported PSN since 1989, making it the organisation's oldest partner.

During the current period of financing, 2000–2002, Caritas Sweden has supported three projects within PSN: Education to promote increased participation of women in rural areas, Training of volunteers to work in prisons with human rights, and Civic rights education within the Catholic Church and non-religious organisations.

In the course of their relationship with Caritas Sweden, important steps have been taken to promote democratic change and more professional work methods within PSN. Caritas Sweden has collaborated with PSN on issues such as institutional capacity building, strategic planning, LFA and evaluation.

3:3:2 Servicio de Educación Popular (SEDUPO)

Servicio de Educación Popular (SEDUPO) is a small non-governmental organisation that works with popular education/training in rural areas. SEDUPO is not formally linked to the Catholic Church, although its members are former priests. The organisation focuses on promoting education and the organisation of farmers, as well as land issues. Caritas Sweden has worked with SEDUPO since 1989. For the current financing period, 2000–2002, Caritas is supporting human rights education/training and increased grass-roots participation among the rural population. The project aims at increasing the awareness of 150 farmer and community leaders concerning their civic rights.

Caritas Sweden has chosen to work with SEDUPO as the organisation has well-documented experience in popular education among the rural population. This is especially important considering that many farmers do not have Spanish as their native language, but speak Guarani. SEDUPO is a bilingual organisation.

3:4 Regional capacity building of counterparts

Since 1998, Caritas Sweden has implemented a capacity-building programme for counterparts in Latin America. The current programme includes training and experience sharing in project-planning and monitoring, gender, ethnic and minority rights, women's participation and land issues. The objective is to strengthen the organisations' overall capacity, thereby promoting long-term sustainability of the projects and programmes financed by Caritas Sweden.

Caritas Sweden's partner organisations in Latin America all work with human rights and democracy issues, but possess different levels of experience and competence. As a means of strengthening overall capacity, Caritas Sweden organises regional meetings between partner organisations, other local organisations and members of the Caritas Internationalis network. These meetings have discussed issues such as how to produce educational materials on human rights, how to mainstream gender as well as minority and ethnic rights in their projects.

In their regional programme for 2000–2002, Caritas Sweden has integrated evaluation as a natural component of the project planning process. An evaluation plan has been established, consisting of two evaluations per country during the programme period. National consultants in close cooperation with their partner organisations normally carry out these evaluations.

Another component of regional support is capacity building of Caritas Sweden. The Latin America Department has, in this sense, defined the need for an education/training strategy on how to increase the capacity of the staff working with the Latin America programme. This strategy includes training in LFA, gender and environmental impact analysis, the definition of partnership, as well as financial reporting and administration.

The evaluation team discussed institutional capacity with each of the partner organisations. Most had participated in specific training activities organised by Caritas Sweden and were very positive towards this form of institutional support. Several also pointed out that the close relationship and support to the "inner-life" of partner organisations are aspects that make their relationship to Caritas Sweden unique compared to other donor agencies. Several also use the term partnership in this respect. Caritas Sweden reports visible improvements regarding planning and reporting as a direct result of LFA training.

The overall impression gathered during the field visits, together with goal related reporting, suggests that capacity building on regional level is both extremely appreciated and an efficient method of improving the overall efficiency of partner organisations, as well as a means of promoting networking and other forms of collaboration and contact between the organisations.

4 Overall Assessment

4:1 Points of departure for the programme

4:1:1 The definition of objectives

The Caritas Sweden programme is the result of 15 years of cooperation with a number of partner organisations in various countries in Latin America. The overall heading – Peace, Democracy and Human Rights – has been a means of gathering the multitude of projects and organisations under one roof and an attempt to pull in more or less the same direction. This concentration is mainly the result of a process where Caritas Sweden has become gradually more professional in its role as a donor agency and partner.

The Caritas Sweden support to Peru, Paraguay and Colombia is therefore not a programme in the stricter sense, but rather the combined results of the partner organisations' projects and activities, each and every one with its own set of specific objectives. Caritas Sweden's main criterion for project approval has been to assess relevance in relationship to the overall development objectives, i.e. *to promote a culture of peace; to increase respect for human rights and to increase the participation of vulnerable groups in civil society*. Such a broad objective can, basically, encompass any number of projects of a more or less strategic nature.

The gradual concentration, eventually resulting in a more concerted programme, is also the main explanation for the lack of a general baseline study or the existence of macro data on what exactly the programme – defined as the combined results of the projects – wishes to achieve. Both Caritas Sweden and Sida/RELA have found that the general perception that there is a lack of peace, democracy and respect for human rights – has been sufficient to justify the programme and that Caritas Sweden as an organisation has unique access to the Catholic Church, both in terms of channelling humanitarian assistance and politically influencing its leadership. No baseline study, neither quantitative nor qualitative, appears to have been discussed.

The evaluation finds that the development of the Latin America Programme has become more professional in terms of specialisation, planning and goal achievement during the evaluated time period and that Caritas Sweden has shown both capacity and interest in further developing the programme in a more strategic direction. Caritas Sweden is, in this sense, acknowledged for its learning aptitude and listening nature.

Based on discussions with partner organisations and Caritas Sweden, the evaluation suggests that one step on such a development path would be to further concentrate the programme, defining more strict human rights and peace objectives as a means of increasing overall potential impact.

A more strategically targeted programme would also be in line with Caritas Sweden's own strategy for development cooperation, which specifies that the organisation shall give priority to changing the underlying reasons for injustice, rather than concentrating on the symptoms. The evaluation also finds that a more strategic approach is in Sida/RELA's interests, considering that the guidelines for development cooperation with Colombia specifically stipulate that precedence be given to support towards the peace process.

Discussion on the future of the programme should be carried out together with partner organisations and Sida, thus strengthening joint planning capacity and transparency as well as deepening partnership. The opinions of the primary beneficiaries also need to be included in such a process, as well as

those of other persons and organisations that could be useful as points of reference. A joint strategic planning process should also define the programme's needs regarding a base line study, i.e. specify a common point of departure.

4:1:2 Caritas Sweden's comparative advantages

Caritas Sweden's development cooperation departs from the fact that the organisation is member of an international confederation of Caritas organisations, giving priority to working with fellow members whenever possible. This is in order to fully exploit the comparative advantages that Caritas Sweden possesses.

A majority of Caritas Sweden's partner organisations in Latin America can be defined as belonging to progressive sectors within the Catholic Church. By supporting these sectors, Caritas Sweden wishes to promote work for human rights and the strengthening of democracy *from within* the platform provided by the Church. The objective is twofold: to radicalise the Church as such, as well as using the institution's immense credibility in order to reach specific recipients.

Unique access to the structures of the Catholic Church and thereby opportunities to promote change from within, are factors that are frequently referred to by Caritas Sweden and Sida/RELA as the perhaps most important comparative advantages that Caritas Sweden has as an actor in the fields of peace, democracy and human rights in Latin America. In several project documents, these advantages are referred to as Caritas Sweden's main strategy for reaching stated development objectives.

It appears, however, that these comparative advantages are not considered sufficiently when choosing partner organisations or projects. When analysing a project, Caritas Sweden seems to only sporadically assess if and how this specific effort can contribute to strategic change within or towards the Catholic Church and its institutions. Caritas Sweden lacks a defined strategy on what role the organisation can play as an actor in the Latin American context.

To fully exploit the potential of their comparative advantages requires extensive knowledge and experience on how the Catholic Church functions, both in general and in specific Latin American contexts. Such competence will most likely have to be built up within the organisation over time. The unstable personnel situation at Stockholm headquarters has not helped in this sense.

4:1:3 Definition of human rights and humanitarian assistance

Human rights

Promotion and defence of human rights is one of Caritas Sweden's main points of departure in its programme cooperation with South America. As a direct result of Caritas Sweden's development philosophy and project orientation, partner organisations have created departments for human rights within their own institutional frameworks¹⁶, with their own personnel and leadership.

The evaluation team finds that although the programme is defined as working for human rights – the points of departure for such work vary greatly among the different actors. This difference in definition contributes to confusion between Caritas Sweden, Caritas Internationalis, partner organisations in Latin America and their recipients, as well as with Sida/RELA and other cooperating organisations in Sweden. This confusion directly affects expected and desired results of their development cooperation.

The Catholic Church has a distinct definition of human rights, compared to the more customary definition based on International Conventions that give the state a central responsibility for the protec-

¹⁶ For example Pastoral Social Medellín.

tion of its citizens¹⁷. Ethical standards and religious values played an important role in the creation and development of human rights conventions. From a philosophical standpoint, religion and human rights may be close in definition, but at the same time contradictory as in women's universal legal rights and the dominating view of the Catholic Church concerning women's role in society and not least within the Church itself.

Caritas Sweden is founded on a basis of Christian Scripture, tradition and the social teachings of the Catholic Church. Social commitment is based on a theological foundation. Caritas Sweden's mission is to contribute to the building the kingdom of God. Social and charity work is therefore sacred work. On a theological and philosophical basis, this definition has little to do with the role and responsibility of the state for protection, promotion and implementation of human rights.

According to Caritas Sweden's General Secretary, Pehr Thorell, this outlook also signifies a difference between Caritas Sweden's social work in developing countries and that of other, in this case Swedish, church oriented development organisations. Historically, missionary work in the South has for both the Swedish Church (Lutheran) and all other Swedish denominations been a prerequisite for entering into other international engagements.

The Catholic Church, on the other hand, does not differ between social work in developing and developed countries. Instead, the *entire community* belongs to the Catholic parish and the Catholic Church works for all of the community members, irrespective of religious affiliation.

This outlook is noticeable and defined within the organisations that the evaluation team met with in Colombia and Peru. Social work is significant and terminology such as *caridad* (charity), *asistencia* (assistance), and *ayuda humanitaria* (humanitarian assistance) dominates activities and is both mixed up with and overshadows weakly developed activities to promote human rights.

Humanitarian assistance

The pattern of humanitarian tragedies has changed during the last two decades, and with this the orientation of humanitarian assistance. Wars are no longer fought between states, but are internal with often more than two belligerent parties. The civilian population is not respected as such, and is often a strategic target for both legal and illegal armed forces. An even more worrying trend is that the basic rules and attitudes concerned with humanitarian principles of political neutrality and the right for humanitarian organisations to have unrestricted access to civilian victims in areas of armed conflict are not respected.

This all together makes it necessary for humanitarian organisations to take the political situation into account when formulating strategies for intervention. In a country like Colombia, UN agencies, national and international non-governmental organisations and foreign governments are well aware of the fact that humanitarian assistance towards internal displaced persons should be based on political solutions. Studies and experience of humanitarian assistance in tragedies like the current one in Colombia show that effective humanitarian intervention is not possible without a complement of human rights efforts.¹⁸

¹⁷ The international human rights system was developed after the Second World War. The international community needed to define mechanisms in order to prevent repetition of the horrors committed under Nazi rule. The human rights conventions were thus agreed upon as a set of rules and standards that were invested with judicial and political legitimacy, and that were universal in the sense that they are independent of state borders, religion, culture, race, gender etc.

¹⁸ For a well-elaborated discussion on this subject, please refer to *Humanitärpolitiska perspektiv – om det humanitära imperativet i politiska kriser*, written by Marika Fahlén at the Swedish Ministry for Foreign Affairs.

The evaluation draws the following conclusions:

- There is confusion between Caritas Sweden's view of human rights work and charity and/or social work. Neither Sida/RELA nor Caritas Sweden appears to have sufficiently reflected on this aspect when discussing and taking decisions on their Latin America programme.
- The evaluation team received the impression that several partner organisations within the Caritas Sweden programme for Latin America have incorporated human rights projects into their overall activities, mainly because international donors have expressed a desire to fund such projects.

This has been done, however, without Caritas Sweden nor the partner organisations having previous experience or basic knowledge about the most important principles and instruments for human rights in given situations, for example that in countries run by dictatorships or tormented by civil war, social and humanitarian work may well be the only possible way to guarantee presence and the provision of development cooperation focussed on helping repressed and vulnerable people. But in order to implement such a strategy, the organisation at hand must be able to differentiate between social, humanitarian and human rights activities. The evaluation finds that Caritas Sweden and several of its partner organisations lack this degree of awareness.

- On yet another level, the mix-up between the concepts also influences the potential results and desired effects of development efforts. For example, when Pastoral Social in Medellín runs child care centres in impoverished neighbourhoods, mainly consisting of internally displaced persons, under the pretext that this is work for peace and human rights, it can at best be said that such activities may, in a long-term perspective, prevent recruitment to guerrilla or paramilitary groups that terrorize the neighbourhoods. However, as long as Pastoral Social does not combine such work with demands that state and local authorities allocate resources to these areas, or work to create public opinion about the situation by, for example, demanding that the children be guaranteed protection and social development, such as the UN Convention on the Rights of the Child establishes, then this work cannot be defined as human rights in a development perspective. It should rather be labelled as charity or humanitarian assistance.

The same can be said about the CAMIG centre for internally displaced persons in Bogotá. Although this emergency humanitarian work is important and highly relevant, the evaluation will argue that Caritas Sweden should, with the limited resources at hand, focus on projects and initiatives that view the recipients as subjects of human rights capable of political change, rather than limiting efforts to emergency relief.

There are also some important exemptions. The leadership of the National Secretariat of Pastoral Social in Colombia has, at least on one occasion, been a complainant together with national human rights organisations, against the state before the Inter-American Commission of Human Rights in Washington¹⁹.

- A final aspect is the component of evangelisation visible within several of the projects studied by the evaluation team. The Catholic Church will and should, of course, use the bible and religious teachings as instruments in everyday work. But the evaluation maintains that there is a substantial difference between using religion as a pedagogical tool in human rights training and using human rights as a tool in order to preach religious affiliation. This difference in outset is partly due to the lack of a unilateral definition of human rights activities among the parties involved in the Caritas Sweden programme.

¹⁹ For more information, please refer to www.cidh.oas.org.

In summary, the evaluation finds that Caritas Sweden needs to further discuss the organisation's definition of human rights and, subsequently, discuss how to set up human rights goals and what kind of human rights instruments should be used to achieve them. Because of its unique position, the evaluation considers Caritas Sweden to have major potential to further develop such a discussion within the Caritas Confederation and together with their partner organisations.

4:2 Programme impact and relevance

4:2:1 LFA-goal achievement

In their application to Sida/RELA for the current programme period, 2000–2002, Caritas Sweden presented the specific development objectives for each programme country and partner organisation using LFA methodology. This is commendable and makes for a more comprehensive presentation of expected results. However, the evaluation finds that the various objectives presented within the scope of the programme are to a large extent based on quantitative results, as is often the case when working with projects within the fields of democracy and human rights.²⁰

When the evaluation thus attempts to assess the overall impact of the programme at this stage, we are left with several analytical problems. Firstly, there is no baseline study to evaluate against, thus making the relevance of the quantitative indicators difficult to analyse, and secondly quantity says very little about the development context in which the different projects exist.

On a general level, goal achievement is high to very high in almost all of the projects studied. Deviations from planned results are in most cases easily explained and problems encountered are no different to those in most types of development cooperation programmes: time delays due to changing development contexts, problems with continuity within the partner organisations due to lack of long-term funding, insufficient capacity to plan and set up realistic development goals etc.

Quality of reporting

The partner organisations have, on a general level, presented very specific reporting on different quantitative measurements, such as numbers of participants or amounts of information materials produced – but less qualitative analysis on how the effort may have contributed to increased respect for human rights etc. Reporting on the whole lacks concrete and measurable objectives regarding the more long-term sustainability of the efforts.

There is also a great awareness of this dilemma, both among the partner organisations and within Caritas Sweden, and several efforts have been made to develop viable indicators and methods, as well as to improve the quality of planning. It should also be noted that the quality of the partner organisations' reporting to Caritas Sweden has improved considerably during the evaluated time period from 1997–2001. The majority now report using LFA or other goal-related methodology.

This development is the result of a conscious effort on Caritas Sweden's behalf, in part due to the criticism stated in the Systematic Management Audit Review, carried out in 1999.

4:2:2 Choice of beneficiary groups

Caritas Sweden's Latin America Programme directs support to different levels of partner organisations with more or less direct access to the most poor and vulnerable groups in society. When supporting the national Pastoral Social organisations, for example, the primary objective has been to strengthen the institutional capacity of the organisations and distance to the local beneficiary population is therefore

²⁰ This is one of the main findings in "The Evaluability of Democracy and Human rights Projects, Sida Studies in Evaluation 00/3.

further than when financing the reintegration of internally displaced persons via the Jesuit Refugee Service in Barrancabermeja.

A quick overview of primary and secondary recipient groups within the programme, gives the following result:

- Internal displaced persons and their organisations
- Grass roots organisations, civil society including the private sector
- Poor urban population
- Youth at risk
- Prison population
- Children
- Women
- Ethnic minorities
- State and/or local authorities
- Local, middle and high level religious leaders
- Volunteers and other members of local congregations.

Several of the partner organisations work with practically all of the recipient groups listed. This is in part because the organisations apply an approach to their mission as a structure within the Catholic Church. But that does not necessarily mean that Caritas Sweden is obliged to finance projects involving such disparate categories of beneficiaries.

The Systematic Management Audit Review criticised Caritas Sweden for lacking strategy when choosing partner organisations. The evaluation finds that this situation has improved considerably²¹, but that Caritas Sweden still needs to clearly define why the organisation wishes to support certain groups and/or actions, i.e. construct a strategy that reaches all the way down to beneficiary level.

Only in a few cases do the recipient groups actively participate in the project planning process. However, several of the partner organisations have improved their methods in this respect during the evaluated time period. SNPS in Colombia for example, designs projects based on workshops and consultations with all of the dioceses. All actors regard this as a step in the right direction. Pastoral Social in Medellín applies the same project planning method, although in a less structured fashion.

4:2:3 Institutional capacity building

Caritas Sweden's Latin America Programme has, during the evaluated period, contained several components specifically aimed at strengthening the institutional capacity of both partner organisations, as well as Caritas Sweden itself. This form of support has also gradually become more professional as well as the result of a defined strategy, rather than of necessity.

Examples of capacity building are regional seminars on issues such as gender, human rights education/training and LFA planning, but also more explicit actions, as the institutional audit process performed at Pastoral Social Medellín, or the various evaluations that are carried out with financing from Caritas Sweden.

The capacity among the partner organisations regarding planning, implementation and follow, varies greatly. In some cases, the partners carry out baseline studies as a natural part of their project planning

²¹ Caritas Sweden has, for example, elaborated both a policy and guidelines for selecting partners. These are stated in the organisation's Project Manual.

process. Examples of such are JRS and Programa Por la Paz in Colombia and SEDUPO in Paraguay. Although the evaluation recognizes and appreciates the competence of these organisations, the studies mentioned are often performed internally and are therefore limited in perspective and scope of opinion. This is also the case in the monitoring of projects.

4:2:4 Networking and other cooperation

The strengthening of existing networks, and in some cases the creation of new ones, is an important component in several of the projects supported within the framework of the programme. Examples are the networks on internally displaced persons, in which JRS participates, as well as the networks for human rights where for example Pastoral Social Medellín has an important task. Programa Por la Paz plays a leading role in coordination of civil society organisations interested in the peace process. Likewise, CEAS in Peru is very active as a network of networks on national level.

The Catholic Church is a very large and prominent institution, which sometimes means that the institution as such may not always see the need to cooperate or share information with others. There are examples of this from all countries studied. In this respect, it can also be assessed that Caritas Sweden has played an instigating role in bringing organisations together and helping partner organisations to see the need for, or advantages of, broader cooperation and/or participation. Caritas Sweden has directly contributed to the formation of new networks involving partner organisations and others.

In Colombia, a Caritas Sweden financed external evaluation of SNPS major programme “A Peace Culture for Colombia” pointed out that the efficiency, in terms of results achieved, was far better when the participating dioceses had collaborated with broad sectors, including those outside the Catholic Church.

In Paraguay, Caritas Sweden has developed a method of analysing the development in the country in meetings with all partner organisations. These meetings have, among other things, resulted in a strategy for working with land issues.

Within the Caritas Internationalis confederation, there is a working group on Colombia consisting of 10 countries that meet twice a year to discuss developments and the present line of action being taken by the Catholic Church. Within this context, the US based Catholic Relief Services has, for example, worked hard to influence the US Congress regarding Plan Colombia. The working group also cooperates on specific projects by, for example, co-financing. Caritas Sweden plays an active role in this group and has close relationships with several of its members.

4:2:5 The issue of gender

The Catholic Church is by definition a hierarchical structure, where men hold practically all levels of decision-making posts, be they priests, bishops or presidents of the Pastoral Social organisations. The institutional structure is, *per se*, a hinder for change. Caritas Sweden has chosen to see this as a challenge, be it an extremely large one.

Caritas Sweden has made commendable efforts to put gender on the national agenda in each of the programme countries and also within the objectives of all projects supported. These efforts have included repeated training activities and innovative tactics towards the more conservative sectors within partner organisations.

Despite their success, Caritas Sweden has not yet defined an overall gender strategy for their programme in Latin America. This is especially necessary considering the particular circumstances involved in working with gender issues within the Catholic Church.

Among partner organisations, the Jesuit organisations JRS and PPP in Colombia are aware of gender issues and have the theoretical capacity necessary to apply them in practice. This can also be said about

SEDUPO in Paraguay and IBC in Peru. This is, however, not always the case in practice and gender issues are constantly on the agenda in discussions with Caritas Sweden.

The other partner organisations experience larger difficulties with gender, although on different levels. This is mainly due to the fact that these partners belong to the more conservative structures of the Catholic Church. In their reporting, several partner organisations continue to confuse gender with women's projects. Another problem is also that women within the church structures, such as nuns and volunteers, have accepted the hierarchy as a fact, making it all the more difficult to change.

Although difficult to assess, Caritas Sweden believes that the organisation's persistence regarding gender has paid off in concrete results. One such result is that SNPS in Colombia has started to recruit women to more leading posts within the organisation and that one of the department heads (of a total of four) is female. According to SNPS itself, this would have been unthinkable only a few years ago.

Caritas Sweden has, as part of the capacity building component in the Latin America Programme, held a regional course on gender issues. This was widely appreciated, although far from sufficient in relation to the needs according to participating partner organisations. Caritas Sweden is currently discussing how to continue this sort of support in order to achieve a more process-related training of partner organisations.

A new initiative is that in Colombia, where Caritas Sweden has contracted the consultant *Synergia* to design a training package on gender issues for members of the Episcopal Conference. The strategy is to offer gender training, but packaged according to an adapted terminology in order to access broader participation. The training consists in 3 workshops with intervals of a few months in which participants are given concrete tasks to discuss within their organisations.

The President of Caritas Sweden, Bishop Kenny William, visited Colombia and the partner organisations there in 2001. The visit was evaluated as very valuable by both Caritas Sweden and the partner organisations interviewed, as the Bishop was given access directly to the most conservative sectors of the Catholic leadership and was there able to discuss issues such as gender and the role of the Catholic Church in the peace process.

The evaluation acknowledges Caritas Sweden's increased capacity and awareness on gender issues during the course of the evaluated time period. The Latin America Department at Stockholm headquarters has also shown interest in extending their work on gender issues. In order to continue raising awareness within all departments of Caritas Sweden, however, more gender training would be helpful, focussing on the practical applicability of gender in programme planning.

4:2:6 Relevance in relationship to Swedish development cooperation goals

The current strategy for Swedish development cooperation with South America stipulates that support shall be directed at efforts combating poverty, strengthening democracy and promoting defence of human rights. Guidelines for development cooperation with Colombia state that Swedish support shall primarily be directed to the peace process or initiatives relevant to the same.

During previous years, Swedish official policy on South America has been less concrete. It is only recently that the Swedish government has, by means of official development cooperation, expressed a clear priority towards the negotiation of the peace process in, for example, Colombia.

In this context, the evaluation finds that it is only natural that Caritas Sweden has presented less defined objectives during the first years included in this evaluation. In its application for 2000–2002 more analysis and reflection in relationship to Sida's defined goals can be noted.

4:3 Caritas Sweden's capacity

4:3:1 Programme administration

The personnel situation

Caritas Sweden began as an organisation of activists and has, over the years, continued to function as somewhat of a greenhouse, where young people have come in, learned about development cooperation and then gone on to work in other places. The leadership of the organisation has not foreseen the consequences of this such as the lack of continuity towards partner organisations and, subsequently, the lack of accumulated institutional memory.

The Latin America Department at Caritas Sweden headquarters has, for several years, suffered from high staff turnover rates. Immediate needs have been resolved thanks to loyal employees, but with little institutional backup or planning. The development of the Department has thus depended on personal initiative, rather than on a plan for institutional strengthening, including a defined personnel policy.

The frequent change of staff in Sweden was also commented upon by several partner organisations during field visits, where several expressed dissatisfaction with Caritas Sweden's capacity for dialogue and follow-up. The problem is widely acknowledged by Caritas Sweden and several organisational changes have been made during the first half of 2002. The organisation does, however, continue to lack a personnel policy as well as a clear definition and division of responsibilities regarding personnel issues at Stockholm headquarters.

Representation in Latin America

Caritas Sweden has opted not to have an office or other permanent representation in Latin America. Instead, country programme officers at headquarters in Stockholm administer the programme. The Programme Officer for Colombia has, for personal reasons, been stationed in Chile since early 2001.

Caritas Sweden has, on various occasions, discussed the possible advantages of more permanent representation in the region. Opening an office is, however, considered controversial and is the topic of extensive debate within the Caritas Internationalis confederation. The reason for this situation is that principle partner organisations, the Pastoral Social organisations in the different countries, are also members of the Caritas Internationalis.

These partners quite frankly explain that they do not see the need for a fellow member to establish a new infrastructure when there already is a Caritas organisation in the country. Also, Caritas Sweden has no previous experience in establishing such structures and has therefore chosen to help strengthen the institutional capacity of the national Caritas organisations instead.

The situation is also complicated by the fact that other Caritas Internationalis members, such as the US based Catholic Relief Services, run large development cooperation programmes in several countries with proper infrastructure and staff, without necessarily consulting the opinions or priorities of the national Caritas members. Caritas Sweden has chosen a partnership-based relationship with national Caritas Internationalis organisations and has therefore selected a more accompanying role rather than giving priority to high profile representation.

The evaluation recognizes the approach chosen by Caritas Sweden as valid, but that this outlook also demands close, high quality monitoring. In this respect, Caritas Sweden has shown deficiencies. This, however, has more to do with a lack of staff continuity and clarity of vision, objectives and strategy than with a permanent presence in each country or in the region as such.

The evaluation finds that the Latin America Department at Caritas Sweden needs to visit the region more frequently, preferably together. There is a need for programme officers to gain more knowledge, not only about their own countries, but also about the work being performed by their colleagues. This is even more important considering that the Programme Officer for Colombia is stationed in Chile, and not in Stockholm.

Programme monitoring

According to Caritas Sweden's established guidelines, the programme officers visit their countries twice annually. This is normally carried out, but in order to guarantee high quality monitoring, Caritas Sweden is urged to define how the organisation will be able to compensate for the lack of representation in Latin America. Aspects to consider are how to contribute to closer relationships with partner organisations, better follow-up and monitoring of projects, increased knowledge in Sweden of the programme, more active participation in national and regional networks and other forums for cooperation, as well as more basic knowledge of the development context in which partner organisations exist.

The Sida offices in both Colombia and Peru are acknowledged for taking regular initiatives for information sharing and coordination among Swedish development cooperation actors in these countries.

4:3:2 Financial management

According to guidelines established within the Caritas Internationalis confederation, partner organisation contracts the financial auditing company, although the choice of company is made in cooperation with the financing Caritas organisation. Caritas Sweden has not always followed these guidelines. Caritas Sweden partner organisations are asked to use Sida's Manual on Financial Management (in Spanish), which establishes guidelines for financial reporting.

Considering that the organisations studied within the Catholic Church are obliged to present internal financial reporting on rare occasions only, there is a lack of experience in *modus operandi* regarding the transparency of funding. During the time period evaluated, considerable changes can be noted regarding contract procedure in this respect.

Caritas Sweden has, for example, helped SNPS in Colombia to establish routines for drawing up contracts with the different dioceses that receive funding. Caritas Sweden has also supported the development of a manual to help the dioceses handle financial reporting and management.

In the specific case of Pastoral Social Medellín, a flawed audit report led to a plan for organisational development. According to both Caritas Sweden and Pastoral Social Medellín, although this process was difficult it was also an important learning experience. Caritas Sweden learned, for example, that it was not always efficient to combine financial audit with organisation development and that these should be implemented as separate processes.

Several partner organisations comment on late disbursements, although financial reporting has been delivered and approved according to schedule. This is explained by Caritas Sweden as a lack of clarity on financial decision-making within the organisation, pointing at a need to define the responsibilities of the regional departments and the Finance Department at Caritas Sweden headquarters.

4:3:3 Advocacy and information

The programme officers in the Latin America Department at Caritas Sweden headquarters participate in various networks and initiatives involving their countries. However, these often time consuming efforts do not appear to form part of the overall programme strategy, i.e. advocacy or networking efforts in Sweden are not related to the daily work of partner organisations in Latin America.

Caritas Sweden continues to play an important role within Caritas Internationalis, participating in several leading working groups and actively promoting a more professional approach, especially regarding development cooperation. Within this context, Caritas Sweden has the opportunity to promote advocacy towards the Catholic Church leaderships in different countries.

Although Caritas Sweden is a small organisation, with a limited budget and a relatively small congregation, it is also true that efficient advocacy work can be carried out without a great deal of resources. Such effort, however, requires a defined strategy and the insight that advocacy takes time and therefore needs to be realistically planned for.

At present, Caritas Sweden has not defined any general strategy for advocacy. Instead, the organisation works sporadically on different initiatives, resulting in a rather diluted effect. The main reasons for this is that Caritas Sweden lacks experience in advocacy and that the programme officers simply do not have enough time to devote to this field of work.

4:3:4 Partner organisations' view of Caritas Sweden

Caritas Sweden is a middle-sized donor, generally viewed as a serious organisation that concentrates on helping partner organisations to identify problems, rather than for being generous with financing.

The evaluation finds that Caritas Sweden has shown sincere ambition to develop a partnership relationship with their counterpart organisations in the Latin America Programme. Likewise, the majority of the partner organisations describe their relationship with Caritas Sweden as open and frank based on mutual development interests.

Caritas Sweden is also viewed as an important actor and counterweight within the Caritas Internationalis confederation as it contributes knowledge of development cooperation and helps to keep democracy issues on the agenda. The other side of the same coin is, however, that Caritas Sweden is considered by some to place large demands despite a small wallet. Other Caritas organisations, such as those from Italy and Spain, are known to often contribute considerable financing without demanding the degree of planning and reporting that Caritas Sweden does.

5 Recommendations

5:1 Recommendations to Caritas Sweden

Regarding points of departure for the Programme

5:1:1

Caritas Sweden is recommended to concentrate the Programme for Peace, Democracy and Human Rights in Latin America on the promotion of human rights and the denunciation of human rights violations, but also on participation in solution mechanisms²² (Peru, Paraguay and Colombia) and promotion of conflict resolution and humanitarian assistance, particularly in war zones (Colombia). Such concentration implies that several current projects of more humanitarian or charity nature should be phased out. Examples of such projects are CAMIG, the prisoners' project within Pastoral Social Medellín, as well as several of the programmes within Programa Por la Paz. The objective of the recommended concentration is to sharpen the focus of the programme within the stipulated priorities of Swedish development cooperation and thereby increase potential overall impact.

5:1:2

A redefinition of the programme should depart from a strategic planning process carried out in close collaboration with partner organisations, their recipient groups, as well as other persons and organisations with relevant experience, and include the following elements:

- The definition of stricter short and middle-term development objectives, based on a strategy that takes into consideration to Caritas Sweden's comparative advantages as a donor agency and partner.
- The development of a baseline study (common point of departure), including quantitative and qualitative indicators to verify progress.

The strategic planning process should encompass further training in LFA planning methodology for Caritas Sweden and its partner organisations, as well as more studies of gender issues and human rights.

5:1:3

It is recommended that Caritas Sweden initiate a process of training and reflection regarding theoretical and practical differences and similarities between social work, humanitarian assistance, human rights and peace building. Included in this process should be an analysis of how Caritas Sweden's own definition and limitations of social work in Swedish society, where it is seen as complementary to the state's responsibilities and duties, is reflected in development cooperation work in Colombia, Peru and Paraguay. Beginning from specific project and partner experience and with the support of external expertise with knowledge from other countries, such a process would help Caritas Sweden to reduce the existing confusion between social work and work for peace and human rights.

Regarding programme impact and relevance

5:1:4

Caritas Sweden is strongly recommended to define an overall gender strategy for the next phase of the Programme for Peace, Democracy and Human Rights in Latin America. Such a strategy should in-

²² Such as mixed state-civil society committees created as a result of recommendations and resolutions established by international and hemispheric treaty bodies on specific human rights topics.

clude continued financing of regional training of partner organisations regarding gender issues, as well as training of Caritas Sweden staff.

5:1:5

The number of recipient groups is significant and difficult to overview. Caritas Sweden is recommended to, within the scope of a strategic planning process, decide on a more limited number of primary recipients on different levels in order to increase potential impact and concentration of experience.

5:1:6

In order to pursue the positive experiences and results from capacity building efforts, Caritas Sweden is recommended to further invest time and financial resources in external auditing, including advisory services for the administrative and accounting departments at each partner organisation, and external evaluations using national consultants. In this respect, Caritas Sweden is recommended to discuss if components of evaluation, capacity building should form part of the overall institutional support towards the partner organisations and thus be included in these specific budgets.

5:1:7

Caritas Sweden and the Caritas Internationalis working group for Colombia are recommended to offer regular reoccurring seminars or workshops on topics such as human rights, conflict resolution and humanitarian aid. In the choice of issues as well as of lecturers and educational materials, Caritas Sweden should consult with sources outside the Catholic Church, including Swedish actors in the country.

5:1:8

Caritas Sweden is recommended to strive for more coordination with other agencies and actors with similar objectives beyond the structures of the Catholic Church. This will require more resources and time dedicated within the programme, but the results will most likely have a multiplying effect.

Regarding the capacity of Caritas Sweden

5:1:9

Caritas Sweden is recommended to elaborate a personnel policy, including guidelines for recruitment, introduction, training and development of capacity of employees. The development of such a policy should also include discussion on the organisational situation at Stockholm headquarters and the possibility of recruiting a Chief of Staff, as a means of focussing responsibility.

5:1:10

The Latin America Department at Caritas Sweden is recommended to establish a plan for how programme officers and other relevant actors within the organisation will build organisational capacity. Aspects to consider are how to contribute to closer relationships with partner organisations, improved follow-up and monitoring of projects, increased knowledge in Sweden of the programme, more active participation in national and regional networks and other forums for cooperation in both Latin America and Sweden, as well as more basic knowledge of the development context in which the partner organisations exist.

5:1:11

The Latin America Department at Caritas Sweden is recommended to define how the personnel within the organisation will work with advocacy. At present, this task is time consuming, inefficient and does not form part of the overall development objectives of the Latin America Programme.

5:2 Recommendations to Sida

Regarding the strengthening of Swedish development cooperation

5:2:1

In discussions concerning the future strategy for development cooperation with South America, Sida is recommended to take note that many national and international actors agree in the belief that now is an opportune moment for international development agencies, principally Catholic ones, to actively dialogue with the hierarchy of the Catholic Church and push for a more proactive stand in favour of a negotiated settlement and human rights. Support to more progressive sectors of the Catholic Church including components of advocacy and public opinion building regarding human rights should be part of an overall strategy on behalf of the international community.

5:2:2

The evaluation recommends Sida/RELA to organise regional meetings between Swedish and other development cooperation actors with similar interests and objectives. The objective would be to stimulate increased cooperation and information exchange, thus magnifying the potential impact of Swedish funding.

5:2:3

Sida/RELA is recommended to consider how the department may promote deeper knowledge in the field of human rights among Swedish and other development cooperation actors receiving funding in this field. Initiatives in this direction could include seminars or more long-term activities in order to discuss strategies and definitions of qualitative indicators for follow up and evaluation.

Regarding the planning of evaluations

5:2:4

Sida is strongly recommended to improve overall planning and coordination among departments regarding when to evaluate programmes and projects. In spring of 2002, Caritas Sweden was subject to four separate evaluation processes administrated by different departments within Sida.

Annex 1

Terms of Reference

Description of assignment for evaluation of the CARITAS Sweden programme for peace, democracy and human rights in South America 1997–2001

1. Description of Sida

Sida is the Swedish government agency for bilateral international development cooperation and most of Sweden's cooperation with Central and Eastern Europe. The Parliament and Government decide on the development cooperation budget, the countries where Sweden shall have programmes of development cooperation and the focus of cooperation.

Sida supports activities in almost 120 countries, including the partner countries in Central and Eastern Europe. Most of the resources are allocated to the twenty or so countries with which Sida has extensive, long-term programmes of cooperation. The framework of cooperation is specified in special country strategies and regulated in agreements between Sida and the government of each partner country.

Sida's contributions are based on the changes the partner countries wish to implement and are prepared to allocate funds to. Sida's task is to assess the type of contributions that can give results and then to provide the know-how and capital required. Each contribution is carefully studied and evaluated. Sida's support to any project ceases as soon as the project is able to operate independently of Sida funding. Less successful projects should be concluded rapidly rather than revised.

Sida operates through some 1 500 partners in cooperation, mostly Swedish. These are companies, popular movements, organisations, universities and government agencies that possess the expertise to make Swedish development cooperation successful.

In the long run Swedish development cooperation should lead to wider economic and social cooperation to the benefit of all parties concerned.

For more information, please see Sida's homepage: www.sida.se

2. Background

CARITAS Sweden was founded 1989 and has received support from Sida from the beginning. Since 1995/96 CARITAS Sweden has been supported from the Budget Post for Latin America, administered by the Regional Department for Latin America (RELA).

Sida support to CARITAS Sweden in South America 1997–2001:		
Colombia, Peru and Paraguay	1997–1999	SEK 6 675 000
Additional support to Colombia	1998	SEK 1 695 000
” ” ” ”	1999	SEK 2 455 000
“ ” Colombia, Peru	1999	SEK 2 668 300
Agr 2000–2002 ” Colombia	2000–2001	SEK 8 760 000
Agr 2000–2002 ” Peru	2000–2001	SEK 2 480 000
Agr 2000–2002 ” Paraguay	2000–2001	SEK 1 540 000
Programme costs	2000–2001	SEK 4 225 000
Adm	2000–2001	SEK 1 515 000
	Total	SEK 32 013 000

The major part of the programme has been developed in Colombia through CARITAS/Pastoral Social. Pastoral Social implements the social work within the parishes of the Colombian Bishop’s Conference

The present human rights climate in Colombia is heavily influenced by a multi-actor armed conflict that is subject to frequent, unpredictable changes. The Colombian Church is probably the institution in Colombia with the most important credibility among the population.

Pastoral Social is co-ordinating and developing activities in the 69 dioceses in the country and a number of these have got support from CARITAS Sweden. The activities have been oriented towards social work and since 1998, with support from CARITAS Sweden, to create Human Rights Committees within the parishes, to human rights education and to practical activities with conflict resolution. In 1998 Pastoral Social started the work with ethnical and minorities rights in the parishes with Afro Colombian population in Chocó, Cauca, Nariño and Valle at the Pacific Coast. In 1999 a project with Servicio Jesuita de Refugiados was started to support displaced persons in Magdalena Medio and also a programme to develop the Catholic Church’s activities for human rights education with church leaders in the Caribbean, Llanos Orientales and Santander.

Since 1998 CARITAS Sweden has implemented a capacity-building programme to their counterparts in South America with project-planning and monitoring, gender, ethnical and minority rights, women’s participation and land issues.

The regional programme of CARITAS Sweden for 2000–2002 has as general objectives to support a culture of peace, increase the respect for human rights and increase the participation of vulnerable groups in the civil society. CARITAS Sweden has four counterparts in Colombia; Pastoral Social at a national level, Pastoral Social/Medellin, Programa Por la Paz, Pastoral Social/Bogotá and Servicio Jesuita de Refugiados. The activities of the last two organisations are oriented towards work with displaced persons.

In Peru CARITAS Sweden has two counterparts; Instituto Bartolomé de las Casas and Comisión Episcopal de Acción Social (CEAS). Instituto Bartolomé de las Casas is mainly oriented to strengthen local democracy and popular participation. CEAS works with local development, popular participation and human rights education and support to victims of human rights violations.

In Paraguay CARITAS works with two counterparts; Pastoral Social Nacional and SEDUPO. Pastoral Social Nacional works with women's rights, human rights and with prisoners. The work carried out by SEDUPO is oriented to support farmers (*campesinos*) organisation and land issues.

Sida's department for Non Governmental Organisations, SEKA, recently carried out a Systematic Management Audit Review (*systemrevision*) which was done by Öhrlings. It gives a general view of the capacity of CARITAS, it points out both their strengths and their limitations. There are nothing in the audit that indicates that CARITAS Sweden has a low quality in what it does.

RELA says in their promemoria for the support 2000–2002 that “it is a young organisation which is developing in a positive way”.

3. Description of the Assignment

The evaluation shall look at the past five years with a focus on the last three years and assess relevance and impact of the CARITAS Sweden programme carried out with the support from Sidas Regional Department for Latin America. During this period the co-operation has had almost the same approach and the same kind of activities. There is a need to assess the impact of the activities in relation to the stipulated objectives. There is also a need to find out if the work is relevant in the context of the countries, and in the case of Colombia, of the deterioration of the conflict. The report shall clearly summarise its findings and present recommendations which can be taken into account in the elaboration of the Regional Strategy for South America (in May 2002). This evaluation is concentrated on the programme in South America; Colombia, Peru and Paraguay. Special attention should be paid to Colombia and Peru. These two countries shall be visited by the evaluation team while Paraguay should only be done as a desk study. Though Guatemala is part of the agreement Sida- Caritas, Guatemala is not included in the evaluation. At the beginning of the evaluation there shall be a meeting in Stockholm between Caritas, Sida and the evaluation team to define the mayor priorities of the evaluation.

3.1 Issues to be studied

Analyse the *relevance* of the projects within the programme;

- Has this kind of support responded to the needs of the local poor people with problems with human rights and the conflict situation? Should there be any adjustments/changes?
- Is the selection of beneficiaries appropriate? Should there be any adjustments/changes regarding target population?
- Are the methods relevant to the desired results? Should there be any adjustments/changes?

Analyse the role that CARITAS Sweden has;

- Has CARITAS Sweden a relevant role supporting and monitoring the development of the counterparts in the different countries? Should there be any adjustments/changes?

Analyse the *impact* of the projects in programme;

- To what extent has the programme fulfilled the expressed objectives to strengthen civil society, respect for human rights, ethnical and minority rights, to contribute to a better situation for the displaced persons, to popular participation, conflict resolution and a culture of peace? Results? Should there be any adjustments/changes?

- To what extent has the programme increased networking on displaced persons, human rights, ethnical and minority rights, popular participation and conflict resolution and a peace culture? Results?
- Have the activities carried out within the programme contributed to institutional strengthening and sustainability? Results?
- How have the gender issues been dealt with? Results?

Analyse the *administration and financial management*;

- Is the organisation and administration of the programme efficient?
- Is the financial management of the programme efficient?
- To what extent has the programme implemented mechanisms to reduce possible misuse of funds?

4. Purpose and Objective

The evaluation aims to evaluate to what extent the programme has fulfilled its main objectives which can be resumed as: Promote a culture of peace, increase the respect for human rights and to increase the participation of vulnerable groups in the civil society.

5. Method

In general terms the consultants shall carry out the assignment by means of studying the available documentation on CARITAS Sweden's programme for South America in Stockholm and the counterpart's documentation in Bogota and Lima (project documents and reports).

Interviews/meetings shall be conducted with the CARITAS Sweden staff in Stockholm and with relevant counterparts in Bogota and Lima (project leaders and with individuals/institutions beneficiaries of the programme).

The management audit report (*systemrevision*) carried out by SEKA constitutes an important input to the evaluation.

CARITAS Sweden and the counterparts in the countries shall assist by providing the necessary documentation and information and in planning the field visits.

The main expertise required of the evaluation team is evaluation experience and skills. It is also important that the members of the team as a group represent knowledge of human rights and conflict resolution issues, displaced persons, structures of the Catholic Church, civil society and the economic, social and political context in Colombia, Peru and Paraguay. To avoid costly and time-consuming translations all members must have working skills in English and Spanish, and at least one must know Swedish. Because of the importance of gender aspects in the Swedish development cooperation, both sexes should be represented in the team.

6. Timeplan

The evaluation should be carried out during March–April 2002. It is estimated that 6 weeks shall be necessary for the evaluation. These could be distributed as follows:

- 1 week planning, reading documents and interviews in Stockholm
- 2 weeks in Colombia
- 1,5 week in Peru
- 1,5 week writing the report

Tentatively the draft report should be presented to Sida not later than April 30, 2002.

7. Specification of Requirements

7.1 Requirements

The tenderer shall possess the compulsory requirements below.

7.1.1 Quality in performance of the Assignment

The tenderer **shall** account for his/her *understanding of the assignment* in his/her/own words

The tenderer **shall** clearly and concretely specify and motivate the *approach and methods* to be applied in performing of the assignment, including those employed in the various task of the assignment

The tenderer **shall** provide a detailed *time and work plan* for fulfilment of the assignment, a) planned structure and organization, b) a manning schedule that specifies the tasks performed by and the time allocated to each of the team members, and c) estimates of the time required for the *different tasks of the assignment*.

7.1.2 Staff resources for Performance of the Assignment

The personnel proposed by the tenderer **shall** together possess relevant professional theoretical and practical qualifications in relation to

- evaluation of development cooperation programmes
- human rights and conflict resolution issues
- displaced persons
- structures of the Catholic Church
- civil society
- the economic, social and political context in Colombia, Peru and Paraguay.

The personnel proposed **shall** have good knowledge of written and spoken Spanish and English, and at least one person shall know Swedish.

The personnel proposed **shall** have experience of development assistance and knowledge of development cooperation/international cooperation or equivalent knowledge that relate to tenderer's core activities.

The tenderer **shall** submit the following documents/information:

- a) Confirmation that above requirements are fulfilled by the tenderer.
- b) Specification of qualification of each and every one of the persons/sub-contractors provided by the tenderer and a Curriculum Vitae for each and every one. The persons in question shall sign their CVs, certifying the correctness of the information.
- c) The tenderer and the proposed personnel shall show prior experience from similar assignments executed in up to the two preceding years and at least two references whose names and telephone numbers shall be stated and the persons in question ought to have been notified.

7.1.3 Price and Other Commercial Conditions

The tenderer **shall** present a budget, which differentiates between and proposes ceilings for *fees and reimbursable costs*, specified for the different elements of the assignment and for the different staff categories.

Total cost/price shall be stated. All fees **shall** be stated hourly. All costs **shall** be stated in SEK, exclusive of Swedish VAT, but including all other taxes and levies. Individuals (natural person) however **shall** state their fee exclusive of social contributions.

The tenderer **shall** state and specify any minor reservations as to the draft contract and Sida's General Commercial Conditions for Service Tasks, issue 1999 (*and/or Sida's Standard Conditions for Short Term Consulting Services, issue of 1998*) and propose alternative wordings, which **shall** however not lead to material changes of the present draft contract and conditions.

7.2 Preferred Qualifications (Requests)

The tenderer **should** possess the requests below.

The team **should** consist of both sexes.

It **should** be possible to conclude a contract to be effective as from March 20, 2002.

It **should** be possible to commence the Assignment on or before March 20, 2002.

8. Reporting

A draft report shall be presented in five (5) copies and by e-mail by the latest April 30, 2002 to Karin Rohlin, RELA, Sida, 105 25 Stockholm, e-mail: karin.rohlin@sida.se

The report shall be written in English and contain a summary in English and Spanish of maximum 3 pages each. The evaluation report should contain a maximum of 30 pages. The report shall clearly summarise its findings and present recommendations.

Annex 2

List of persons interviewed

Lima, Peru

- Rosa Alayza, Director, Instituto Bartolomé de las Casas
- Rosana Morote, Head of the Project for training of leaders, Instituto Bartolomé de las Casas
- Laura Vargas, Executive Secretary, Comisión Episcopal de Acción Social
- Rosell Laberiano, Head of the Programme for Participative Democracy, Comisión Episcopal de Acción Social
- Oscar Ayzanoa, Head of the Department for Human Dignity, Comisión Episcopal de Acción Social
- Rómulo Torres, Head of the Department for Solidarity, Comisión Episcopal de Acción Social
- Ana María Yachez, Head of Administration, Comisión Episcopal de Acción Social
- Monseñor Irizar, Bishop and former President of Comisión Episcopal de Acción Social
- Diana Avila, Executive Director Project Counselling Service
- Francisco Soberón, Executive Director, Coordinator for Human Rights
- Maria Victoria Heikel, Programme Officer Diakonia, Paraguay

Barrancabermeja, Colombia

- Soledad Quintero, Director of the Fé y Alegría centre
- Andrés Acosta, Programa Por la Paz, Advisor to the Fé y Alegría centre
- Mariela Mendoza, Programa Por la Paz, Assistant at the Fé y Alegría centre
- Osiris Campo Morono, Psychologist and Pedagogue, Fé y Alegría centre
- Angélica Franco Carpio, Psychologist, Fé y Alegría centre
- Angelica López, Jesuit Refugee Service, Humanitarian Action Team
- Elida Orozco, Jesuit Refugee Service, Humanitarian Action Team
- Lina Peña Tarera, Jesuit Refugee Service, Humanitarian Action Team
- Lauris Patricia Herrera, Jesuit Refugee Service, Secretary
- Jenny Gallego, Jesuit Refugee Service, Prevention Team
- Carmen Lilya Alvarez, Jesuit Refugee Service, Documentation Centre
- Ellécer Acuña Romero, Jesuit Refugee Service, Administration
- John Iliro Moutopa, Jesuit Refugee Service, Prevention Team
- Lagudila Orozco Hernandez, Jesuit Refugee Service, Administration
- Ledis Bohórquez, Jesuit Refugee Service, Prevention Team
- Rafael Camurgo Preciado, Jesuit Refugee Service, Volunteer
- Eugenia Murilla Galis, Jesuit Refugee Service, Administration
- Jesse Litman, Jesuit Refugee Service, Volunteer from the US
- Miller Germán Guerrero, Jesuit Refugee Service, Administration
- Luz Dazy Rojas, Jesuit Refugee Service, Volunteer
- Josune Fernández, Jesuit Refugee Service, Volunteer from Spain
- Luis Fernando Granja, Jesuit Refugee Service, Sur de Bolivar Team

- Maria Elvira Garcia, San Silvestre Association of Displaced Persons
- Luis Abel Olivero Lopez, San Silvestre Association of Displaced Persons
- Nancy Olivero Lopez, San Silvestre Association of Displaced Persons
- Carlos Arturo Gallego, San Silvestre Association of Displaced Persons
- Emelda Larios Peirado, San Silvestre Association of Displaced Persons
- Ana Mautilla, San Silvestre Association of Displaced Persons
- Nercida Torres, San Silvestre Association of Displaced Persons
- Abelina Murilla Galvis, Jesuit Refugee Service, Assistant, Sur de Bolivar – San Pablo Team
- Nidia Andrea Diaz, Jesuit Refugee Service, Journalist and Volunteer, Sur de Bolivar – San Pablo Team
- Maria Amador Mendez, Jesuit Refugee Service, logistics, Sur de Bolivar – San Pablo Team
- Claudia Chaparro, Jesuit Refugee Service, Psychologist and Volunteer, Sur de Bolivar – San Pablo Team
- Claudia Garzón, Jesuit Refugee Service, Advisor, Sur de Bolivar – San Pablo Team
- Natalia Segura, Jesuit Refugee Service, Advisor, Sur de Bolivar – San Pablo Team
- Raquel de la Rosa Rodriguez, Jesuit Refugee Service, logistics, Sur de Bolivar – San Pablo Team
- Cipriano, La Felicidad Community of Returnees
- Beatris Bedleccio, La Felicidad Community of Returnees
- Marcos Peres, La Felicidad Community of Returnees
- José Lorenzo Polo, La Felicidad Community of Returnees
- Miguel Albiar, La Felicidad Community of Returnees
- Doris Castellares, La Felicidad Community of Returnees
- Cristobal Herrera, La Felicidad Community of Returnees
- Manuel Perez, La Felicidad Community of Returnees
- Andrés Perez, La Felicidad Community of Returnees
- José Martinez, La Felicidad Community of Returnees
- Ignacio Roja, La Felicidad Community of Returnees
- Andrés Padilla, La Felicidad Community of Returnees
- Manuel Pérez, La Felicidad Community of Returnees
- Ana Isabel Hernandez, La Felicidad Community of Returnees
- Joiceines Albiar, La Felicidad Community of Returnees
- Rosa Rodriguez, La Felicidad Community of Returnees

Bogotá, Colombia

- Bishop Francisco Hernandez Rojas, executive secretary, Board of Latin American Episcopal Conferences, CELAM
- Olof Skoog, Ambassador, Swedish Embassy
- Elisabeth Hellsten, Counsellor for Development Cooperation, Swedish Embassy
- Jaime Prieto, Bishop and President of Pastoral Social Nacional
- Héctor Fabio Henao, Bishop and Executive Director of Pastoral Social Nacional
- Claudia Colmerares, Coordinator of Cultura de Paz programme, Pastoral Social Nacional
- Francisco Vargas, Coordinator of Education Department, Pastoral Social Nacional

- Jackeline Savedra, Coordinator of Derechos del Pueblo programme, Pastoral Social Nacional
- Fanny Uribe, Assistant in Department of Human Mobility, Pastoral Social Nacional
- Yolanda García, Eeducation/trainingCoordinator, Centro de Atención al Migrante
- Jenny Briceño García, Social Worker, Centro de Atención al Migrante
- Shirley Anibal Guerra, Director Centro de Atención al Migrante
- Angélica Díaz, Psychologist, Centro de Atención al Migrante
- Monseñor Teófilo Tobar, delegate from the Archbishop's Office, Centro de Atención al Migrante
- Constanza Pinzón, Project Accountant, Centro de Atención al Migrante
- Marlene Oyola Mayoral, programme recipient, Centro de Atención al Migrante
- Elizabeth Solís, programme recipient, Centro de Atención al Migrante
- Maria Ancida Guzmán, programme recipient, Centro de Atención al Migrante
- Antonio Delgado, programme recipient, Centro de Atención al Migrante
- Carolina Tejada, Education Advisor, Programa por la paz, Fe y Alegría centre in Barrancabermeja
- Juan Carlos Henao, Assistant to the Executive Director, Programa Por la Paz
- Andrés Acosta, Eeducation/trainingAdvisor, Programa Por la Paz, Youth Project in Tierralta
- Carlos Fernández, Advisor to Civil Society Programme, Programa Por la Paz
- Rickard Nordgren, Director, Project Counselling Service
- Diego Perez, Project Coordinator, Project Counselling Service
- Giovanni Lapri, UNHCR Head Office in Colombia, Programme Officer
- Inger Johansson, Colombia Programme Officer, Caritas Sweden

Medellín, Colombia

- Efraín Botero, Project Coordinator, Pastoral Social
- Adriana María Taborda, Volunteer in the Human Rights Programme, Pastoral Social
- Mauricio Giraldo, Coordinator of the Human Rights Programme, Pastoral Social
- Nelly Giraldo, Volunteer in the Human Rights Programme, Pastoral Social
- Elkin Franco Corrales, Volunteer in the Human Rights Programme, Pastoral Social
- Nidia Montoya, Programme Coordinator, Pastoral Social
- Bibiana Caómez Arcila, Youth Leader, Pastoral Social
- Victor Hugo Gómez, Student Group for Human Rights
- Jeison Alejandro Delgado, Student Group for Human Rights
- Albenis Aranyo Cuevo, Leader of Student Peace Committee
- Isabel Restrepo, Student Leader
- John Alber Restrepo, Student Leader
- Jenny Juliet Lopera Marceles, Teacher, member of Support Group
- Sandra Mesa Garzón, teacher, member of Support Group
- Maryory Ospina Vélez, teacher, member of Support Group
- Juan Guillermo Vergara, Student Leader
- John Freddy Bedoya, Teacher, member of Support Group
- Louisa Arias, Student Group for Human Rights
- Stella Giraldo Muñoz, Prison Project, Pastoral Penitenciaria

- Maria Eugenia Echevarie, Prison Project, Pastoral Penitenciaria
- Jaime Montoya, Coordinator of Prison Project, Pastoral Social
- Sister Consuela Hernandez, Prison Project, Pastoral Penitenciaria
- Luz Marina Guerra, violence victim
- Sister Maritza Vargas Ortiz, Pastoral Social
- Marina Zapata Zelais, violence victim
- Maria Estella Oyera, Pastoral Social
- Lucia Restepo, Pastoral Social
- Luis Fernando Montoya, convict and Business Administrator
- Nazareno Vasqu ez, convict and project recipient
- Deny Alveiro Herrera, Director of Bellavista prison
- Luis Jaiver Tob n, inmate, lawyer and project recipient
- Carlos Arturo Gaviria, convict and project recipient
- Juan Carlos Rendon, convict and project recipient
- Rosa Alejandra Murillo, psychology student
- Sandra Patricia Ardila Novoa, psychology student

Stockholm, Sweden

- Luisa Norman, Paraguay and Peru Programme Officer, Caritas Sweden
- Sofia Nordenmark, Coordinator for Latin America, Caritas Sweden
- Pehr Thorell, Director General, Caritas Sweden

Annex 3

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Annex 4

Field visit programme

- April 14** Team member Lilian Sala arrives in Lima, Peru
- April 15** Meeting with Caritas Sweden Programme Officer
Meeting with Sida Peru and Swedish organisations in Peru
Meeting with CEAS
- April 16** Meeting with Diakonia Peru
Meeting with ETC-Andes
Meeting with IBCProject visit
- April 17** Meeting with CEAS
- April 18** Meeting with Archbishop Irizar
Meeting with Project Counselling Service
- April 19** Lilian Sala departs from Lima
* * *
- April 25** Anna Tibblin and Lilian Sala arrive in Bogotá, Colombia
- April 26** Flight to Barrancabermeja (Anna and Lilian)
Visit to Fé y Alegría Centre (Programa Por la paz)
Meetings with different sectors within Jesuit Refugee Service, JR
Meeting with San Silvestre Association of Displaced Persons
- April 27** Boat trip to San Pablo
Meeting with the Jesuit Refugee Service, Sur de Bolivar team
Visit to the community La Felicidad, meeting with the local board and other community members
Flight to Bogotá
Interview with Bishop Francisco Hernandez Rojas, Latin American Board of Episcopal Conferences, CELAM
- April 28** Report writing
Jocke Nyberg arrives in Bogotá
Meeting with Caritas Sweden Programme Officer for Colombia
- April 29** Meeting at the Swedish embassy
Meeting with project coordinators and leadership of Pastoral Social Nacional
Visit to CAMIG
- April 30** Flight to Medellín (Anna and Jocke)
Meeting with different entities within Pastoral Social
- May 1** Meetings with different entities within Pastoral Social
Visit to Bellavista prison
Visit to community on the city outskirts
Flight to Bogotá

- May 2** Meeting with Programa por la Paz
Visit to CAMIG, meetings with staff, leadership and beneficiaries
Meeting with Project Counselling Service
Report writing
- May 3** Meeting with UNHCR
Report writing
- May 4** Half day seminar to discuss conclusions with Colombia Programme Officer
Report writing
- May 5** Jocke and Anna return to Sweden and Lilian to Uruguay

Annex 5

Caritas Sweden financing

Peru	
Instituto Bartolomé de las Casas (IBC)	2000–2002: 1.32 MSEK 1999–2000: 168 000 SEK
Comisión Episcopal de Acción Social (CEAS)	2000–2002: 2.4 MSEK 1997–2000: 1.5 MSEK
Colombia	
National Secretariat of Pastoral Social (SNPS)	2000–2002: 6.5 MSEK 1998–2000: 4 716 354 SEK
Pastoral Social Medellín (PSM)	2000–2002: 1 282 500 SEK 1997–2000: 2.260 MSEK
Centro de Atención al Migrante (CAMIG)	2000–2002: 491 000 SEK
Jesuit Refugee Service (JRS)	2000–2002: 2 250 000 SEK 1999–2000: 800 000 SEK
Programa por la Paz (PPP)	2000–2002: 1 290 000 SEK
Paraguay	
Pastoral Social Nacional (PSN)	2000–2002: 1.7 MSEK 1999–2000: 1 071 815 SEK
Servicio de Educación Popular (SEDUPO)	2000–2002: 610 000 SEK 1999–2000: 450 000 SEK
Regional support	
Regional capacity building	2000–2002: 1 MSEK 1997–1999: 278 260 SEK
Experience interchange	2000–2002: 780 000 SEK
Evaluations	2000–2002: 350 000 SEK
Internal capacity building	2000–2002: 750 000 SEK

Annex 6

Assessment tables of projects supported 1997–2001

In this section, the evaluation attempts to assess goal achievement in each of the projects supported by Caritas Sweden and implemented by their partner organisations. Conclusions are based on the organisations' own reporting in relation to established objectives, as well as other aspects noted during field visits. This section partially repeats, but also further discusses, the conclusions drawn in Chapter 3 of the evaluation report, i.e. Findings.

Peru: Instituto Bartolomé de las Casas (IBC)

Background	Instituto Bartolomé de las Casas (IBC) is a Catholic oriented academic foundation that gathers together a number of intellectuals and progressive Catholic theologians who carry out social research on both national and international levels. Research is combined with projects aimed at strengthening local democracy and popular participation. Liberation theorist Gustavo Gutierrez created the foundation in 1974.
Projects supported by Caritas Sweden	<p>Since 1999, Caritas Sweden has supported a project for <u>training of local leaders in human rights and democracy issues</u>. The overall objective is to promote peace, democracy and human rights in Peru. The project objective is to promote human rights and to stimulate increased popular participation among weaker groups in society.</p> <p>In the project financed by Caritas Sweden, IBC trains local leaders and later replicates this knowledge by supporting local activities where these trained leaders share their experiences with community members, other leaders etc. The strategy is to create a domino effect where the local leaders gain increased influence within their organisations or the structures of the Catholic Church. IBC also supports networks linked to parishes and religious leaders, dealing with issues such as the Truth Commission.</p> <p>In addition to project support, Caritas Sweden has also promoted institutional development by supporting IBC with tools for more efficient, strategic planning as well as evaluation. IBC and Caritas Sweden both stated that they enjoy a good working relationship based on mutual reinforcement.</p>
Gender	Within the project, IBC has promoted participation of both women and men, but extra efforts have been made to form special women's groups of local leaders. IBC acknowledges the need for more education/training and more specific spaces for female participation. The majority of the staff at IBC, as well as the General Secretary, are female.
Findings	<p>The evaluation finds the training of local leaders to be highly relevant in order to promote popular participation and strengthen democracy from below. However, the methods used to initially select which local leaders to train are creating dependence among the recipients towards IBC. There is a lack of a strategy to create a more long-term sustainability. This flaw questions the overall effect in terms of strengthening civil society. The problem is acknowledged within IBC and forms part of an ongoing discussion with Caritas Sweden.</p> <p>IBC considers goal achievement to be high in the project, although some problems with the timetable have been presented. One problem is a lack of qualitative indicators to measure long-term effects of training activities. Project methodology has been modified over time due to the lack of an initial base line study.</p>

Peru: Comisión Episcopal de Acción Social (CEAS)

<p>Background</p>	<p>Comisión Episcopal de Acción Social (CEAS), created in 1965, is the official institution for social pastoral work of the Peruvian Episcopal Conference. CEAS works with local development, popular participation, human rights education/training and support to victims of human rights violations.</p>
<p>Projects supported by Caritas Sweden</p>	<p>Caritas Sweden began collaborating with CEAS in 1991. Between 1997–2000, Caritas Sweden supported the Programme for Human Rights, Democracy and Gender. The overall objective was to strengthen organisations within civil society in order for them to more efficiently influence decision makers. According to reports, the project resulted in networks increasing their overall capacity for analysis, organisation, representation and inter-institutional collaboration.</p> <p>On Caritas Sweden’s initiative, collaboration with CEAS was restructured by means of improved planning methods (using LFA). Helped by more strategic planning, CEAS began to concentrate its efforts to the areas of human rights and democracy. This coincided with the UN Social Summit in Copenhagen, where CEAS participated in the non-governmental follow up group dedicated to monitoring the government’s efforts regarding commitments made at the Summit. This lobby and advocacy work has, according to CEAS, received both blessings and support from the Pope in Rome. The current support to CEAS (2000–2002) is a regional programme for coordination and decentralisation of CEAS in the departments of Junin, Puno Ancash and San Martín. The overall objective is to promote peace, democracy and human rights in Peru. The project goals are to increase respect for human rights and to stimulate civil society participation among weaker groups in the above-mentioned regions. The direct recipients are people in organisations forming part of regional and national networks that cooperate with CEAS. The objective is to offer education/training and institutional support to these networks in order to strengthen their capacity to channel the views and ideas of the citizens in these regions. CEAS is working to develop indicators in order to measure results more efficiently. The current project has been formulated as part of the previously initiated strategic planning process.</p> <p>With support from Caritas Sweden, CEAS has also played an important role in the international Jubilee 2000 campaign, aimed at the reduction of foreign debt. Advocacy and lobbying has been an important component in this work. CEAS is coordinating activities and supporting the work of the Truth Commission.</p> <p>CEAS has national coverage, with representatives in the different dioceses. CEAS participates in networks within the Catholic Church, but also in broader civil-society based networks working on issues of human rights, such as the National Coordinator for Human Rights and the National Conference for Social Development (CONADES).</p>
<p>Gender</p>	<p>CEAS has carried out a study on poverty among women in rural areas. The study revealed the inefficiency of the government’s social policy and showed how this specifically affected women. With a strategy based on the findings in the study, CEAS facilitated the organisation of women’s working groups on specific topics, organised events etc. This experience is perceived as innovative and CEAS maintains that it has been an important learning opportunity for the organisation.</p> <p>There has been strong pressure from conservative sectors within the Catholic Church to not talk of the topic of gender. Despite this, CEAS has continued to work actively to promote women’s participation and empowerment. CEAS coordinates activities with feminist oriented NGOs.</p> <p>CEAS Peru has succeeded in strengthening women’s participation and organisation on concrete issues affecting the lives of impoverished women. However, it could also be maintained that the work would most probably benefit from more profound and rights-based gender analysis, which could increase the overall political impact of the effort.</p>

	<p>The staff at CEAS consists of an even distribution of men and women. Several internal workshops and courses have been held on gender and gender issues.</p> <p>Concerning the open resistance from the Catholic Church to work with or even recognize the issue of gender, it is necessary to further develop terminology and methodology which would permit CEAS to continue working the issues within the Catholic Church structures without clashing with the hierarchy of the institution.</p>
Findings	<p>Whilst many non-governmental organisations have difficulties in analysing reality outside of their own recipient groups, CEAS has the competence and capacity to think in macro perspectives. CEAS is therefore an important actor in Peru, considering that the organisation reaches grass root levels and also possesses a solid theoretical foundation for its work. CEAS is also important as a more progressive counterweight within the Catholic Church.</p> <p>As a direct response to pressure from the Episcopal Conference, CEAS is planning to restructure the organisation by joining forces with Caritas Peru, thereby strengthening the social area of work. Some sectors fear that this merger may lead to the humanitarian profile of Caritas Peru negatively influencing the social work carried out by CEAS.</p> <p>Goal achievement is considered high within the projects financed by Caritas Sweden.</p>

Colombia: The National Secretariat of Pastoral Social (SNPS)

Background	<p>The National Secretariat of Pastoral Social (SNPS) is the Colombian Episcopal Conference institution for social pastoral work and the largest partner in Caritas Sweden's programme. SNPS has about 50 employees and is the largest operating unit within the Episcopal Conference.</p> <p>SNPS coordinates and develops activities in the 69 dioceses in the country and a number of these have received support from Caritas Sweden. Activities have been oriented towards social work and, since 1998 with support from Caritas Sweden, Human Rights Committees within the parishes have been established, human rights education/training has been developed and practical activities within conflict resolution carried out.</p> <p>SNPS was recently granted financing from the European Union. Until now, all external funding has come from foreign Caritas organisations, making the SNPS an important actor in the Caritas Internationalis Confederation. Caritas Sweden therefore has unique access to the structures of the SNPS.</p> <p>The motive for Caritas Sweden's support to the SNPS is based on the ambition that SNPS would be able to influence the policy of the Catholic Church and that is why they need to work on a national level. It is, for instance, only SNPS that delivers the written analyses that are the basis for the reporting on "the current political situation" on the agenda of the Episcopal Conference. This reporting is often controversial and it is not easy to have the Episcopal Conference agree on public statements. This has, however, been achieved during the last six years and this is due to the efforts of the SNPS. Another reason for Caritas Sweden's support is that SNPS has, as its objective, to strengthen and develop all Pastoral Social organisations in the country.</p> <p>SNPS has, since the middle of 1990, developed into a large project organisation as it has received substantial financial support from abroad. The most important contributors have been the European Commission and at least fifteen different Christian aid organisations in Europe and North America. Caritas Sweden carried out a study in 1997 in order to obtain a full overview of the project activities of SNPS. In order to handle such a large amount of programmes and projects, SNPS needs considerable management capacity on different levels.</p>
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Projects supported by Caritas Sweden

Caritas support 1997–2001

Human rights and democracy on the Pacific Coast

This project covers training in human rights for afro-Colombian leaders and members, local individuals in positions of authority and employees and other people involved in the Catholic Church in four dioceses in the departments of Chocó, Cauca, Nariño and Valle. The project objective is to contribute to a peace culture and that all levels in society will respect Human Rights work.

According to Caritas Sweden's own assessment, this project was not carried out within the stipulated time. Coordination within SNPS was insufficient. The dioceses lacked efficiency in decision-making in order to carry the work forward. External factors that influenced the project included the armed conflict in the area. No local Human Rights committees were started. The Catholic Church chose instead to work with the already existing afro-Colombian organisations.

Several jurisdictions formed networks of non-governmental organisations and local authorities, which led to more denouncements of human rights violations. More workshops than planned were implemented, 72 instead of 45. But only 20 percent of these reported participation figures.

Only two of the four dioceses showed an ambition to carry out some educational and training activities. Important experience has made Caritas Sweden and SNPS aware that it is necessary to establish an improved sharing of responsibilities between the dioceses and the SNPS. They have also learned how coordination should be carried out, both on local and national levels and how financial administration should be conducted.

The project led, however, to something very important i.e. a strengthening of the dioceses and its relationship with the afro-Colombian communities. The process of organised resistance and also the independence of the Catholic Church versus the illegal armed groups active in the area were stimulated by the project and clarified the role of the Catholic Church in this work.

Caritas Sweden also gained considerable experience through this project. One important lesson learned is that it may be more efficient to cooperate directly with dioceses and that impact will most likely be larger if efforts are concentrated to a few actors, rather than to all.

Human rights for the indigenous peoples and the rights of the afro-Colombians according to the constitution

The purpose of this project was to strengthen the special department "Section de Pastoral Indígena y Afrocolombiana" (SPEC), whose main purpose is to work with the afro-Colombians and the 60 indigenous groups in Colombia. The project was meant to increase awareness among the representatives of the Catholic Church on diocese as well as on parish level and also to increase the awareness of the afro-Colombians and the indigenous peoples of their rights as stated in the constitution from 1991 and Law no.70.

The project objective was to train the Afro, Waunana and Embera leaders in order to improve their possibilities to defend their rights and to strengthen their organisations. The only divergence between the objective of the project and its result was that the courses took longer – about 6 months actually – to finish than planned.

Support to the development of the Catholic Church Human Rights work in Los Llanos Orientales (six departments), the Caribbean Coast (seven departments) and Los Santanderes (two departments)

This project was financed by Caritas Sweden and Caritas Switzerland, and consisted of three topics, i.e. "training in norms and attitudes in a human rights perspective", "legal political human rights education" and "training for psycho social rehabilitation work". The target groups were among others parish priests, other personnel within the dioceses, employees in the public sector and representatives of non-governmental organisations.

There were three project objectives:

1: Training in order to change norms and attitudes by creating a pedagogic model that will contribute to increased understanding about peace and reconciliation and ability to reflect different patterns of life.

2: Offer legal aid to victims of violations and encourage coordination.

3: Create a pedagogic model for psychosocial rehabilitation for entire families who have been victims of violations.

SNPS verifies that the operative project time was very short, actually only ten months because of late disbursements. In addition to this, the project was very well planned in theory and is described with different sub-goals, activities, numerical indicators (number of workshops and participants) and sources of verification for each and one of the three project objectives.

One sub-goal was to, within less than three months (January–March), implement an anthropological study of conflict resolution in the three regions. The evaluators have not been able to find this study. Three workshops were, however, carried out in May in each region with 76 participants. As a whole the project has been carried out in accordance with plans.

At some places the SNPS reported that a large number of workshops and seminars with a great number of participants were performed. In some places however the SNPS reported that representatives from the authorities, such as the Prosecutors Office, the Defensor del Pueblo, and Police and Military did not participate in desired numbers. The evaluators have not been able to determine the quality of the educational inputs, however, most importantly, subjects in the different areas were included.

Caritas Support 2000–2002

A Peace Culture for Colombia

The basis of this programme is “lack of respect and tolerance of dissidents” in Colombian society. The culture of violence has many expressions. The overall purpose is to transform an existing “death culture” to a “peace culture”. The term culture was defined by the Latin American Episcopal Conference in Puebla 1972 as “to live in harmony with nature, God and your neighbour”.

The target groups are victims of violence and their relatives, members of grass roots organisations, indigenous peoples and the afro-Colombian minority, members of non-governmental organisations, municipal officials and priests, Episcopal and others.

The project goal is to contribute to a peace culture, increase respect for human rights and increase participation in civil society by the people who need it most. The expected results are to increase knowledge of law and lawmaking and the new constitution, enhance capacity for dialogue and negotiation, strengthen organisations, offer victims of violence and their relatives access to psychosocial rehabilitation, medical advice and legal aid, change norms and attitudes towards a human rights perspective, develop a peace culture and work for the internally displaced persons' possibilities to return to their villages or for their integration in society.

Caritas Sweden does not report any activity planning. Neither is there any overview of activities in the evaluation of the project implementation in nine dioceses. The project was supported by Caritas Switzerland and coordination with Caritas Sweden is reported to have been satisfactory.

During 2001, an external evaluation of the project was conducted. Nine dioceses in the north east of Colombia were chosen for a pilot study. The current evaluation studied a preliminary report, but has chosen not to comment on the findings, as these had not yet been discussed with Caritas Sweden and SNPS. However, as positive aspects the evaluators state the following:

	<i>"The fact that the Catholic Church after years of silence and passivity has started to discuss peace and human rights should be interpreted as a process for searching a new identity."</i>
Gender	The gender theme is underdeveloped within all levels of SNPS. The only aspect expressed is that more women than men participate in activities.
Findings	<p>The evaluation finds that all programmes and projects within SNPS supported by Caritas Sweden show high levels of relevance, both in relating to reality and in relationship to Swedish development cooperation objectives.</p> <p>Caritas Sweden and SNPS did not prepare the programmes and projects sufficiently. The relationship between SNPS and the dioceses involved should have been more developed and SNPS training capacity in the field of human rights appears to have been low.</p> <p>Instead of supporting three very similar programmes, almost at the same time (directed towards different target groups) Caritas Sweden and SNPS could have implemented, and subsequently evaluated, one training programme on a small scale, with one or two dioceses, and then considered replicating it in other geographical areas of the country.</p> <p>Caritas Sweden has been aware of SNPS' insufficient management capacity. Caritas Sweden has developed a good knowledge of SNPS and the dialogue between these organisations is open and sincere.</p> <p>As a result of these observations, Caritas Sweden has also offered the Management Committee of SNPS, different forms of support aimed at strengthening staff, particularly concerning recruitment of professional staff. SNPS has declined this offer. This is unfortunate.</p> <p>The programmes have contributed considerably to the strengthening of sectors within the church, which perceive the importance of using other means and instruments (national and international laws) than traditional tools such as the Bible. In some regions, not at least the Pacific coast, the SNPS has succeeded in an important job which is to empower the vulnerable and extremely exposed and threatened afro-Colombian communities in rural areas.</p>

Colombia: Pastoral Social Medellín (PSM)

Background	<p>Pastoral Social Medellín (PSM) is the Catholic Church entity for social pastoral work in the archdiocese of this region, considered to be the strongest Catholic Church stronghold in the country. Religious leaders and volunteers from PSM have worked together with poor community for decades. The emphasis of the work has, however, changed during recent years, from previously mainly handing out food and other basic necessities to becoming a proactive institution promoting initiatives for peace and justice.</p> <p>PSM is largely dependent on foreign funding for its work. Caritas Sweden is a middle-sized donor, proportioning approximately ten percent of the total project budget. PSM contributes another ten percent in proper funding, consisting of donations from the diocese, as well as earnings from interests and real estate.</p> <p>PSM is organised in several departments, such as Children, Health, Employment, Peace and Justice and Human Rights. The Human Rights Department was formed in 1990 as a response to the particularly difficult situation in Medellín at that time.</p>
Projects supported by Caritas Sweden	<p>Caritas Sweden's support 1997–2000</p> <p>During this period, the main objective was to "contribute to a culture of peace where human rights are respected within all groups in society and on all levels." The expected results were to create an increased awareness on human rights and conflict resolution among the general</p>

public, to open and conduct dialogue between different sectors in society and thirdly, to consolidate the work for human rights within the Catholic Church.

"These results were to be achieved by quite a broad spectrum of activities, including different forms of education/training within the field of human rights, activities to promote dialogue among different sectors in society, campaigns promoting human rights, preventive work with youth, investigation and documentation of violence and legal and psychological assistance for victims of violence.

However, for this period no indicators were defined in order to measure goal achievement. According to reporting, the level of violence in the poor neighbourhoods of Medellín would *most probably* have been worse without the work carried out by PSM in close collaboration with local parishes. Documented results include the training of several hundred local leaders working with human rights on a neighbourhood level. Also, humanitarian and legal support for victims of violence was reported to have been especially important during this period.

Caritas Sweden also supported PSM with organisational capacity building in several ways. PSM staff received training in LFA and the officer responsible for the Women's Department participated in a gender course. Caritas Sweden considers that PSM has increased its professional capacity considerably during the last few years.

For the year 2000, PSM presented an flawed audit report and was subsequently obliged to repay funds to Caritas Sweden. The problem was closely followed up by Caritas Sweden, who offered PSM both administrative training and a participatory organisational audit process as a learning experience. Although dealing with very sensitive matters, this open approach was widely appreciated by PSM.

Caritas Sweden's support 2000–2002

The overall project goal for the current period of financing is to offer human rights education/training in four prioritised areas in Medellín, legal and psychological support for victims of human rights abuse, and to train prison interns in human rights. The direct recipients are approximately 2 500 persons participating in human rights training. These include students, parish representatives, youth at risk, internally displaced persons, priests and representatives of local organisations. Also, 900 interns in the Bellavista Prison and maximum security prison of Itagüi, as well as 90 prison guards.

In the area of peace and human rights, PSM is an active participant in several important networks, such as Mesa de Trabajo por el Derecho a la Vida, Plataforma Colombiana de Derechos Humanos and others.

Regarding the project for human rights education/training in four areas, the evaluation finds that the level of goal achievement is high and that results are in several cases better than expected. Human rights groups have been formed in secondary schools, several campaigns have been implemented, such as Semana por la paz, incorporating 50 organisations in Medellín, to promote the defence of human rights.

An especially interesting campaign, as it was widely criticised within the Catholic Church for its political nature, was that focussing on public services in Medellín. The campaign objective was to raise public awareness on human rights, thus focussing on the rights to basic services, such as water and electricity – and targeting authorities and companies demanding that they state how they planned to guarantee all citizens access to these rights. The campaign succeeded in creating significant participation, gathering more than 12 000 signatures demanding a public hearing (cabildo abierto) on the issue. Such public hearings are established as a citizen's right in the Constitution, but have never before been achieved. A hearing was held with 2 000 participants, including state authorities and the private sector. Apart from creating wide public debate, the campaign also succeeded in the cancellation of debts and forcing companies to turn services back on to those who had previously been cut off.

	<p>Also, more than a hundred priests and other religious leaders, as well as church volunteers, received psychological and legal training in order to help victims of human rights abuses in their communities. A manual has been elaborated for this purpose and a database has been established in order to continuously monitor the human rights situation.</p> <p>Also included in the project for human rights education/training, is the children's programme Semilleros de paz. The goal is to prevent refugee children from being recruited by armed groups. By means of football tournaments and other activities, the programme aims at creating awareness among children.</p> <p>The project for <u>human rights training of prison interns</u>, however, shows significant flaws. The objective is to train interns in human rights in order to promote a more peaceful prison environment and prevent interns from being recruited by armed groups. The Catholic Church has performed charity work in the prisons for many years and has unique access by means of its priests, nuns and volunteer workers.</p> <p>The evaluation team met with the project parties involved within PSM and also visited the Bellavista Prison. In both cases, there was little or no notion whatsoever of a human rights component within the programme. The implementing personnel consists of charity workers who work together with the parishes to collect clothes and hygiene articles, or to persuade lawyers and doctors to come to the prisons and work for free.</p> <p>Besides charity, the programme is working to create economic alternatives for the interns by promoting the production of handicraft. This initiative has received considerable support from the private sector and a well-placed handicraft shop has recently opened in Medellín in order to sell the products.</p> <p>It must also be said that the programme has experienced several initial difficulties. A project coordinator has but recently been employed so it is too early to discard the efforts as such. However, the project coordinator reports extreme difficulties in creating interest for human rights training among both interns and prison guards.</p> <p>The archdiocese is, on a general level, more interested in charity and social work while PSM is pushing for a human rights approach. This is a possible source of conflict and something that Caritas Sweden is well aware of and taking into consideration. Also, the existing personnel within the project have been taken over from the previous department within the archdiocese that worked specifically with prisoners on a charity basis. Caritas Sweden is currently discussing with PSM whether or not the staff can be trained to work with a rights perspective.</p> <p>PSM has asked Caritas Sweden for support in order to define qualitative indicators to measure programme impact. This is currently being followed up by Caritas Sweden and an evaluation is also being planned.</p>
<p>Findings</p>	<p>Relevance is found to be high in several of the projects, but perhaps most important in terms of impact is the institutional support and dialogue that Caritas Sweden has offered PSM.</p> <p>The Department for Human Rights has existed for several years, but has only recently started working with a more rights-oriented and political focus. The work depends entirely on volunteers dedicating personal time in the local parishes.</p> <p>There is awareness that PSM lacks capacity to take care of victims of violence. PSM cannot offer alternatives to people living under threat. PSM personnel and volunteers lack security plans or resources for such planning. For example, costs for insurance and travel are seen as administration rather than as means of security.</p> <p>Regarding the project for human rights training of prison interns, the evaluation stresses that Caritas Sweden continues to closely follow developments and will decide on the future of this project.</p>

Colombia: Centro de Atención al Migrante (CAMIG)

<p>Background</p>	<p>Centro de Atención al Migrante (CAMIG), forms part of a foundation tied to the Archdiocese of Bogotá. The centre is administrated by nuns and consists of a lodging house, a training centre, a day-care centre, a simple health clinic and a dental clinic.</p> <p>Caritas Sweden began cooperation with CAMIG in 1997 by supporting a study on the situation for internally displaced persons in Bogotá. Caritas Sweden has contributed with financial resources since 1997 from Sida/SEKA through SMR since 1997 up to 2001 when CAMIG was included in the Latin America programme financed by Sida/RELA.</p>
<p>Projects supported by Caritas Sweden</p>	<p>CAMIG offers internally displaced persons, refugees and migrants integrated support in the first, often emergency, phase of arrival in Bogotá. Shelter, food, clothes and hygiene articles are offered to youth, families and single women for a maximum of two weeks. Further services include psychological assistance, primary health and dental care, training and education/training in handicrafts (candle production, sewing, ready-made clothing, computing and driving licence instruction).</p> <p>The CAMIG population also receives help in obtaining birth certificates, ID cards, housing and employment. CAMIG receives financial support from 25 companies, shops, authorities, non-governmental organisations and foundations close to the Catholic Church.</p> <p>Also, CAMIG reports statistics directly to the Episcopal Conference and is therefore an important source of information regarding internal displaced persons.</p> <p>CAMIG is well known as a humanitarian aid entity. Many private and public institutions send internally displaced persons to CAMIG. Cooperation with other institutions and authorities is restricted to individual matters, i.e. to obtain birth certifications or to be registered as internally displaced persons by the state authorities (Red de Solidaridad).</p>
<p>Findings</p>	<p>The evaluation found no deviations from planned objectives during the project periods studied. Approximately 200 people annually have received integrated support through Caritas Sweden's financing.</p> <p>On an individual level CAMIG carries out essential work in a professional fashion. Support provided for internally displaced persons is of high quality and most often achieves its purpose. All activities are well documented; the development of each individual is described.</p> <p>The project is purely humanitarian and addressed to individuals and families. CAMIG does not carry out activities aimed at organising displaced persons, such as for example advocacy directed to the authorities responsible for implementing Law 387, which gives internally displaced persons a number of important rights. Caritas Sweden justifies support to CAMIG with the fact that the centre, besides being highly efficient and necessary, also manages important statistics and reports directly to the Episcopal Conference.</p> <p>Current guidelines for Swedish development cooperation with Colombia state support to internally displaced persons and their organisations as one of six priority areas. These areas are placed within the overall goal of supporting efforts that, as far as possible, contribute to a negotiated solution of the internal conflict, i.e. support to the peace process. The evaluation interprets this as the guidelines stipulating priority for strategic support, especially considering the limited funds that Swedish development cooperation has at hand.</p> <p>Perhaps one justification for Caritas Sweden to support CAMIG could be to improve its legitimacy towards the Episcopal conference and other key entities, in order to improve its opportunities of working with issues of a political character. The evaluation however believes that this level of confidence already exists and will continue to exist without further Swedish support to CAMIG.</p> <p>The evaluation finds that Caritas Sweden's support to CAMIG falls outside of the strategic scope established in the guidelines. The evaluation will therefore recommend that support to CAMIG be phased out.</p>

Colombia: Jesuit Refugee Service (JRS)

<p>Background</p>	<p>The Jesuit Refugee Service (JRS) is an international organization, based in Rome, Italy working in more than 50 countries worldwide. JRS was founded in Colombia in 1994 as a response to the increasing numbers of internally displaced persons created by the armed conflict.</p> <p>After carrying out several academic field studies (base line), JRS decided to initiate work in the severely affected regions of Magdalena Medio and Sur de Bolivar. For this purpose, an office was set up in Barrancabermeja, annexed to the office of the local dioceses.</p>
<p>Projects supported by Caritas Sweden</p>	<p>JRS' first working plan covered the period of 1998–2000. The principle objective during this time was to define a method for how JRS should accompany internally displaced persons, taking into account the local context of the armed conflict as well as needs as defined by the target population themselves.</p> <p>This first programme phase was evaluated by an external consultant with the objective of gathering input for the next coming project period 2001–2003. The evaluation, funded by Caritas Sweden, found JRS to be a competent and cost-efficient organisation, and also highly appreciated by recipients.</p> <p>However, the evaluation also pointed out problem areas that needed to be addressed. Although JRS was found to be a relevant actor in Magdalena Medio, their method of intervention was criticised for not being sufficiently active. As a result of the evaluation, JRS modified its methods as part of the next project phase.</p> <p>The objective of the JRS programme is to provide an integral solution for persons displaced by the armed conflict by accompanying and supporting them in the planning of their own future. This is to be achieved by means of:</p> <ul style="list-style-type: none"> • Providing emergency relief for a specified number of internally displaced persons, in collaboration with state authorities and other organizations such as the ICRC. • Activities promoting the reintegration of a specified number of internally displaced persons into society. The main focus is workshops on topics such as human rights, law and judicial proceedings, project planning etc. The underlying objective is to encourage the recipients to organize in order to promote and defend their own interests. Each group of recipients is asked to set up individual and collective objectives that are later followed up. • Participate in networks and other initiatives for peace and conflict prevention. • Coordinate efforts with other Jesuit organizations working with internally displaced persons.
<p>Findings</p>	<p>JRS is widely recognized as a relevant actor in conflict areas. However, in the case of Barrancabermeja, several other organisations comment that JRS is somewhat isolationist rather active in the various networks that exist. JRS responds to the criticism saying that not all networks are efficient and therefore not worth participating in. The issue of network participation is an ongoing discussion between Caritas Sweden and JRS.</p> <p>According to reporting and other documentation, goal achievement has been high during the entire period of Caritas Sweden financing. Some deviations have been reported regarding the established time plan and scope of activities, but this was primarily due to the development of the armed conflict in the region, resulting in an increased number of internally displaced persons than had been planned for.</p>

Colombia: Programa por la Paz (PPP)

<p>Background</p>	<p>Programa Por la Paz (PPP) is a Colombian non-governmental organisation founded in 1987 by the Jesuit order Compañía de Jesus. The organisation departs from the analysis that the main cause for the prevailing culture of violence is that a majority of the population lack opportunities to meet basic economic, social and cultural needs. PPP works within the areas of human rights and peace education, ethical and Christian values, and the publication of studies concerning human rights and international humanitarian rights.</p>
<p>Projects supported by Caritas Sweden</p>	<p>Caritas Sweden has financed human and civil rights education/training in the municipalities Barrancabermeja, San Pablo and Tierralta (2001–2002), and networking on the peace process through the members of the temporary campaign network <i>Colombia Va</i> and other social movements (2000–2002).</p> <p>The overall project objective is to increase the participation of vulnerable social groups in civil society. Examples of such groups are farmers' organisations, neighbourhood-based movements, youth organisations and afro-Colombian groups. Many of these organisations are very local and lack organisational capacity and experience. The principal expected result is increased capacity among these groups to manage dialogue and to negotiate their own civil and human rights.</p> <p>In Tierralta, the human and civil rights education/training project has focussed on training of community leaders, targeting problem youth who risk being recruited by armed groups in the region. The project has covered ten workshops per year.</p> <p>In Barrancabermeja, support has been provided for the primary school Fe y Alegría in a neighbourhood heavily affected by violence and currently controlled by paramilitary forces. The education/training project includes psychosocial and pedagogic attention, training activities for children conflict resolution. The project also includes a component entitled "Meetings with Christ", providing opportunities for reflection.</p> <p>The campaign <i>Colombia Va</i> was, at the outset, an initiative from the Dutch government to assist actors within civil society to influence the peace process and to formulate a proper peace agenda. PPP played an active coordinating role in this process and also developed education/training materials and held workshops with the aim of promoting a broadly based discussion of a peace agenda.</p> <p>Caritas Sweden is presently (from November 2001) financing a direct continuation of Colombia Va through the project "Strengthening of civil society for peace", which brings together civil society, private and public actors linked to the peace process. Among activities are breakfast meetings with the diplomatic corps, joint communication projects and policy documents.</p>
<p>Gender</p>	<p>The evaluation finds that PPP during the last few years and with active support from Caritas Sweden, has gone from being an organisation without any gender perspective whatsoever, to an organisation with a relatively well developed gender policy. PPP attributes the change to education/training within the organisation, but also to the newly developed method for planning, monitoring and evaluation, SPSE. The method, characterized by being somewhat less rigid than for example LFA, enables a transversal gender perspective in all activities and on all levels of organisation.</p> <p>PPP also works specifically on the issue of women as builders of peace. This does not refer to women as a recipient group, but rather a programme approach where power and other relationships between men and women are analysed within the programme context.</p>
<p>Findings</p>	<p>Caritas Sweden and other organisations interviewed, national and international, agree that Colombia Va and other subsequent and related initiatives are considerably relevant to the aim of increasing civil society's legitimacy as a relevant actor in the dialogue and negotiation</p>

	<p>process. A central problem, however, is the participating organisations degree of representation in society.</p> <p>PPP, as a Jesuit organisation, has a clear stance on the peace issue, without any hidden agendas or political ambitions. This enables PPP to play an important “neutralising” role in network-based initiatives, helping to undermine conflict and negotiate a common view among the different actors. PPP also has well-reputed experience in popular and other education/training methodology, thus facilitating training and workshops among other organisations participating in networks.</p> <p>According to reporting, documentation and interviews, goal achievement has been high during the period of Caritas Sweden financing. PPP also expresses great appreciation for Caritas Sweden, not only as an important financier, but also for the organisations openness and willingness to take part in dialogue.</p> <p>There is a visible component of missionising in several of the projects supported by Caritas Sweden, such as the youth programme in Tierralta and the peace education/training programme at the Fe and Alegría school in Barrancabermeja. This needs to be made visible in the project documentation and discussed, as Caritas Sweden specifically expresses that the organisations objective for its international cooperation is not to missionise, but to develop organisations and processes.</p> <p>Although relevant in their own context, the evaluation does not find that the peace education/training programmes are of relevance for Caritas Sweden's development objectives. These programmes are more correctly defined as social prevention projects, but can only with difficulty be seen as strategic components in an overall programme aiming at the promotion of peace, human rights and democracy.</p>
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Paraguay: Pastoral Social Nacional (PSN)

<p>Background</p>	<p>Pastoral Social Nacional (PSN) is the organisation of the Episcopal Conference in Paraguay for social pastoral work. PSN was founded in 1970, but had worked within other structures since the 1950s. PSN is an important actor within the field of human rights in Paraguay and works with women's rights, human rights and with prisoners.</p>
<p>Projects supported by Caritas Sweden</p>	<p>Caritas Sweden began working in Paraguay in 1989 and has since then supported PSN, making it Caritas Sweden's oldest partner. During the current period of financing, 2000–2002, Caritas Sweden supports three projects within PSN.</p> <ol style="list-style-type: none"> a) Education/training to promote increased participation of rural women. The recipient population is 1 600 women in 80 villages. b) Training of volunteers to work in prisons with human rights. The project also includes direct work with interns, prison directives and other personnel, as well as a component for rehabilitation of ex-convicts. c) Civic rights education/training within the structures of PSN, local leaders within the Catholic Church and non-religious organisations. The direct recipients are 900 volunteers working in local parish structures. Before planning the project, PSN carried out a national study to establish the needs in the different dioceses. <p>This project commenced in the second half of 2000. Workshops on participation, politics, Christian responsibility, civil rights and responsibilities have been held in order to increase awareness about the state and its responsibilities. It was originally planned that the volunteers would receive training on human rights conventions, but this has of yet not been realised.</p>

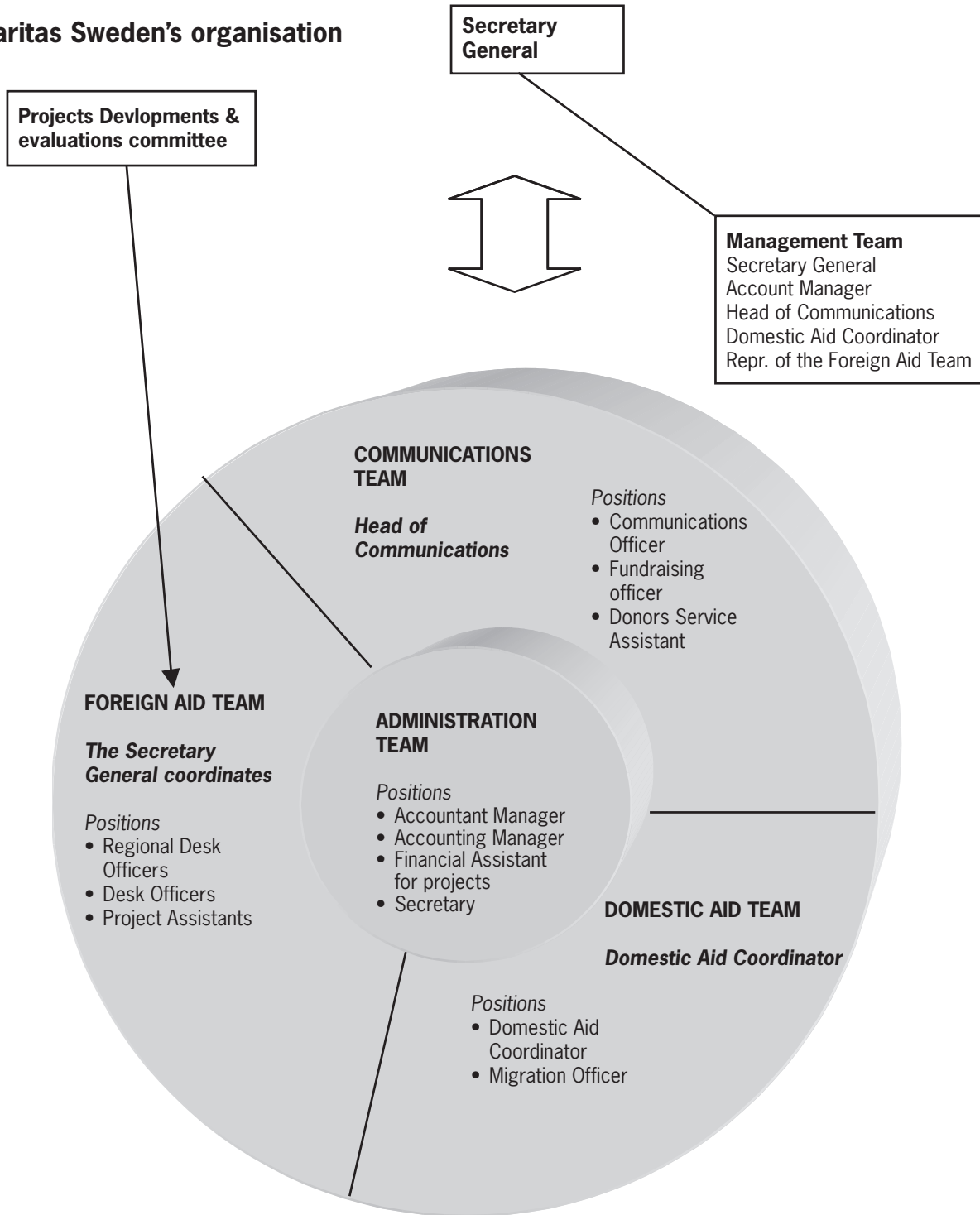
Findings	<p>A previously noted weakness is that PSN has had difficulty in coordinating its activities with other sectors in civil society, thus duplicating efforts. PSN has reported increased coordination. PSN has also pushed the Catholic Church to manifest its position in the fight against poverty and corruption.</p> <p>According to Caritas Sweden, PSN has changed considerably during the last few years. Initially, PSN was perceived as a very closed organisation. But in the course of its relationship with Caritas Sweden, important steps have been taken to promote democratic change and more professional working methods. Caritas Sweden has collaborated with PSN on issues such as institutional capacity building, strategic planning, LFA and evaluation. Based on this experience, new projects have been formulated.</p>
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Paraguay: Servicio de Educación Popular (SEDUPO)

Background	<p>Servicio de Educación Popular (SEDUPO) is a small non-governmental organisation that works with popular education/training in rural areas. SEDUPO is not formally linked to the Catholic Church, although its members are former priests. The organisation focuses on promoting education/training and organisation of farmers, as well as land issues.</p>
Projects supported by Caritas Sweden	<p>Caritas Sweden has worked with SEDUPO since 1989. For the current financing period, 2000–2002, Caritas is supporting human rights education/training and increased popular participation in rural areas.</p> <p>The project aims at increasing the civic rights awareness of 150 farmer and community leaders. Caritas Sweden has chosen to work with SEDUPO as the organisation has well-documented experience in popular education/training among the rural population. This is especially important considering that many farmers do not have Spanish as their native language, but speak Guarani. SEDUPO is a bilingual organisation.</p> <p>SEDUPO works according to an integrated method of popular education, implying that the components of human rights, democracy, gender, sustainability and environment are all equally important components dependent on each other.</p>
Gender	<p>A previous evaluation found that SEDUPO lacked sufficient gender perspective in their projects. The organisation has taken these findings to heart and, in 1999, organised in-house gender training activities.</p>
Findings	<p>SEDUPO carried out a base-line study before presenting the project to Caritas Sweden. The organisation thus has specific knowledge on the needs of the recipient population. The entire project process, including final evaluation, is planned as a participatory process actively involving the target group.</p>

Annex 7

Caritas Sweden's organisation



Recent Sida Evaluations

- 02/16** **Network for Research and Training in Parasitic Diseases at the Southern Cone of Latinamerica (RTPD) 1995/1996–2001.**
Alvaro Moncayo, Mikael Jondal,
Department for Research Cooperation
- 02/17** **Sida Supported ICT Projects at Universities and Research Organizations in Sri Lanka.**
Alan Greenberg, George Sadowsky
Department for Research Cooperation
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Bertil Sjöberg
Department for Infrastructure and Economic Cooperation
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