



CBO/NGO support

The role and added value of NGO-based CBO/NGO support providers in the response to HIV and AIDS in southern and eastern Africa

Southern African AIDS Trust

in collaboration with



SHARE SERIES

SHAPING HIV AND AIDS RESPONSES

CBO/NGO support

The role and added value of NGO-based CBO/NGO
support providers in the response to
HIV and AIDS in southern and eastern Africa

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First edition September 2004

This publication was supported through collaboration with the International HIV/AIDS Alliance and partnership with the Canadian Public Health Association and the financial support of the Government of Canada provided through the Canadian International Development Agency.

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ISBN: 1-77928-014-9

Southern African AIDS Trust

SAT and the SHARE series

The Southern African AIDS Trust (SAT)

SAT is a regional initiative that supports community responses to HIV and AIDS through in-depth partnerships with community groups in southern Africa. It also supports wider networking, skills exchange, and lesson learning throughout the region and internationally. The organisation's overall goal is to build the competence of communities to develop and manage effective, appropriate, and sustainable responses to HIV and AIDS.

SAT was established in 1990 as 'The Southern African AIDS Training Programme', a project of the Canadian International Development Agency (CIDA) implemented by the Canadian Public Health Association (CPHA). In 2003, SAT became an independent regional organisation, and was re-named the 'Southern African AIDS Trust'.

SAT believes that most of the information and inspiration needed to increase the scale, speed and quality of the response to HIV and AIDS in southern Africa already exists within the region. It is the role of SAT and other similar organisations to facilitate the process of learning, and sharing those resources.

The SAT SHARE series

This is a document of the SAT SHARE (Shaping HIV and AIDS Responses) series. The series aims to document practical experiences, identify lessons learned, and advocate effective strategies and policies. As part of SAT's Good Practice Strategy, the series seeks to inspire, inform, and improve the evolving community response to HIV and AIDS in southern Africa.

The International HIV/AIDS Alliance (the Alliance)

The Alliance is an international NGO that supports communities in developing countries to make a significant contribution to HIV prevention, AIDS care and the provision of support to children affected by the epidemic. Through support to national 'linking organisations', country offices and lead partners, the Alliance mobilises a broad range of non-governmental and community groups. Since its establishment in 1993, the Alliance has provided financial and technical support to CBOs/NGOs from more than 40 countries. In southern and eastern Africa, the Alliance is working in Madagascar, Mozambique, Zambia, and Zimbabwe, as well as regional activities.

The Alliance HIV/AIDS NGO/CBO Support Toolkit

The Alliance has captured many of the experiences and lessons learned from the work of supporting NGOs and CBOs in the HIV/AIDS NGO/CBO Support Toolkit. This toolkit brings together practical guidance and resources in an electronic library of resources that has been collated and is continuously updated from a wide range of organisations. The toolkit can be accessed on a freely available CD-ROM or from the regularly updated website at www.aidsalliance.org/ngosupport

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Executive summary

This report highlights the role and added value of non-governmental organisations (NGOs) in providing support to community-based organisations (CBOs) and other NGOs in responding to HIV and AIDS. It is part of a strategic partnership between the Southern African AIDS Trust (SAT) and the International HIV/AIDS Alliance (the Alliance).

This publication draws from many different sources of information about NGO-based CBO/NGO support work, including reports, toolkits, and websites produced by the Alliance, SAT and other CBO/NGO support providers. However, it is particularly based upon material gathered at a regional workshop co-hosted by SAT and the Alliance. This workshop explored and documented the experiences and lessons of representatives from a wide range of NGO-based CBO/NGO support providers (NGO-based NSPs) from southern and eastern Africa (see Appendix for list of participants). It provided an opportunity for participants to make formal presentations about their work, and to have informal discussions about their lessons learned, strengths, weaknesses, opportunities and threats.

CBO/NGO support work is about providing such organisations with the technical and financial support needed to start, implement, scale-up, and sustain effective responses to HIV and AIDS. It must also complement and be co-ordinated with the efforts of other organisations and sectors, including governments and donors. For NGO-based NSPs, this mandate translates into a number of key roles. These include encouraging community participation, mobilising new and existing CBOs/NGOs, and promoting the role and values of civil society. To put these roles into practice, NGO-based NSPs can perform one, some, or all of seven key functions: partner mobilisation, technical support, grant-making, resource mobilisation, documentation and research, policy and advocacy, and monitoring and evaluation.

These key functions are described and analysed in terms of the special qualities NGO-based NSPs bring to their execution, and the challenges that they face.

NGO-based NSPs cannot perform all of the support functions to the same level. Instead, they need to 'pick and mix' their functions, both in terms of which they perform and the degree to which they employ them. These decisions are influenced by a number of factors, including the NGO-based NSP's model, capacity, stage of evolution, and context. In some cases, it is appropriate for an NGO-based NSP to carry out a single function such as technical support. However, there are dangers involved in isolating individual functions. For example, providing grants without technical support risks the scenario of well-funded, but technically weak, programmes arising. There is also the risk that, if different functions are provided by a variety of different support providers, CBOs/NGOs will end up with a disjointed array of support that involves many different relationships, systems, and degrees of quality.

As the experiences and lessons documented in this report demonstrate, the strengths and added value of NGO-based NSPs within the response to HIV and AIDS in eastern and southern Africa include:

- A strong understanding and vision of CBO/NGO support work for HIV and AIDS
- Years of practical experience, lessons learnt, and tools and systems about CBO/NGO support for HIV and AIDS
- Thorough understanding of CBOs/NGOs, their strengths and weaknesses

- Participatory community-level processes that empower rather than extract
- The ability to serve as a bridge and narrow the gap between CBOs/NGOs and other sectors, including donors, governments, and research institutions
- Experience in working with marginalised groups, with emerging community groups, and in under-resourced areas
- The ability to identify policy gaps, and provide unique input into policy development
- The ability to offer high standards of accountability to donors and communities
- Cost-effective and relatively un-bureaucratic practices.

This discussion about the role and added value of NGO-based NSPs takes place against the backdrop of enormous changes in the context in which they are operating. In recent years there has been a significant rise in international funding for HIV and AIDS programming, both from existing donors and new funding initiatives. Alongside this has been an increase in the number and diversity of players as more local and international NGOs engage in CBO/NGO support work. More governments and donors are also beginning to implement such CBO/NGO work directly, and academic institutions are now bidding for such contracts. In this context, NGO-based NSPs face many challenges.

Two particular gaps affect NGO-based NSPs in southern and eastern Africa. First, there is a lack of co-ordination among NGO-based NSPs in the region. Although organisations such as SAT and the Alliance facilitate communication and experience-sharing, there is a need for more concerted co-ordination among peer NGO-based NSPs. Second, there is a lack of attention to the organisational and institutional development of NGO-based NSPs themselves. The NGO-based NSPs' own skills, capacity, and systems need to be addressed to ensure effectiveness and sustainability.

The work of NGO-based NSPs has never been more needed or so well-resourced, yet the environment has never been more complex, political, and crowded. NGO-based CBO/NGO support providers are challenged to consider whether they should now do things differently, do more of what they are already doing, or re-position themselves. They must also decide what types of relationships they might build with the new players. This report aims to inform these discussions and decisions, and answer the question "What is the role and added value of NGO-based NSPs in eastern and southern Africa?"

1 Context and background

Sub-Saharan Africa continues to be the part of the world most heavily affected by HIV and AIDS. The region accounts for the majority of all people living with HIV and AIDS (PLWHA) and the majority of AIDS-related deaths across the globe. This is true for both adults and children.

Within sub-Saharan Africa, some countries are more severely affected by HIV and AIDS than others. SAT and the Alliance and their partners work in some of those hardest hit, including Malawi, Mozambique, South Africa, Tanzania, Zambia, and Zimbabwe.

Across the region, CBOs and NGOs play a leading role in responding to the needs of individuals, families, and communities affected by HIV and AIDS.

1.1. What is NGO-based CBO/NGO support?

CBO/NGO support work is about providing CBOs and NGOs with the emotional, technical, and financial support needed to start, implement, and sustain effective responses to HIV and AIDS. It is also about complementing the efforts of other organisations and sectors, including governments and donors.

Many different terms are used to describe structures that provide support to CBOs/NGOs working on HIV and AIDS. These include 'facilitating organisation', 'umbrella organisation', 'intermediary organisation', 'CBO/NGO support programme', and 'CBO/NGO support organisation'. Here, in this report, we focus on and use the term 'NGO-based CBO/NGO support provider' or 'NGO-based NSP'.

NGO-based CBO/NGO support providers perform one, some or all of seven key functions:

- Partner mobilisation
- Technical support
- Grant-making
- Resource mobilisation
- Documentation and research
- Policy and advocacy
- Monitoring and evaluation.

Each of these functions is described and analysed in detail later on in this report.

1.2. Types of NGO-based NSP

There are different types of NGO-based NSPs operating in the region. These can be summarised as:

- **Specialists** (such as SAT and the Alliance), i.e. NGOs entirely dedicated to CBO/NGO support work. These NGO-based NSPs tend to carry out all seven key functions

- **Implementing service organisations** (such as ACTIONAID, CHEP, FACT, Pact, TASO), i.e. NGOs that typically started by directly implementing community programmes but then developed a component of CBO/NGO support work. Their relative emphasis tends to remain more on programming than on CBO/NGO support functions
- **Networks** (such as KANCO, Zimbabwe AIDS Network, and the Regional AIDS Training Network), i.e. NGOs comprised of members who have a common region or subject (such as southern Africa or support to PLWHA). They serve their members by focusing on specific NSP functions, such as resource mobilisation, policy and advocacy.

These types are not fixed; approaches to CBO/NGO support are dynamic. Indeed, in the light of both their own lessons and the changing context, many NGO-based NSPs are modifying their ways of working.

1.3. New challenges for NGO-based NSPs

This is a critical time for NGO-based NSPs in southern and eastern Africa. It is a period of great change, characterised by both increased opportunities and increased challenges and complexities. Some of the most significant trends and developments currently affecting NGO-based NSPs working in the region include:

- **The changing dynamics of the pandemic** – For example, most countries are now experiencing significant AIDS and HIV epidemics. In programmatic terms, this has required organisations to complement prevention efforts with increased attention to care and support for people living with HIV and AIDS (PLWHA) and community support for children affected by HIV and AIDS (CABA). These latter types of initiatives tend to be not only more costly, but also more complex, particularly in terms of sustainability and the need for capacity-building, for example
- **The growing consolidation of, and confidence in, models of good practice in community action on HIV and AIDS** – After years of practical experience, CBOs/NGOs and NGO-based NSPs have identified, analysed, and documented many invaluable lessons and methods. Such resources are the lifeblood of CBO/NGO support work, for they can shorten the learning curve and facilitate the replication and scaling-up of efficient and effective responses
- **An increase in the demands for, and availability of, HIV-related treatment** – As prices decline and donors become more willing to fund their provisions, antiretrovirals are becoming more available and more accessible. This development has, in some cases, risked attention and resources being diverted from non-medical interventions, such as community-based prevention work
- **A significant increase in international funding for HIV and AIDS responses** – This, in particular, has resulted from existing donors increasing their level of funding for AIDS work and the emergence of new initiatives mobilising more resources, e.g. the Global Fund on AIDS, TB, and Malaria

- **An increase in the number and diversity of players involved CBO/NGO support work** – For example: more local and international NGOs are complementing their programme implementation work by adding an element of CBO/NGO support to their portfolios; more governments and donors are directly implementing CBO/NGO support work themselves; and more consultancy firms and academic institutions with not-for-profit ‘wings’ are bidding for single-donor, mid-term contracts to manage CBO/NGO support programmes, often in collaboration with governments and local and/or international NGOs.

While such developments are highly positive and welcome, they bring with them certain challenges for NGO-based NSPs. These include how to cope with the increased pressure to distribute funds both more widely and more rapidly and how to scale up the capacity of NGO-based NSPs to deal with operational challenges such as supporting more groups, handling larger grants, and responding to more diverse reporting requirements.

Against the backdrop of these trends and developments, NGO-based CBO/NGO support providers face a multitude of questions, not least of which is ‘What is the role and added value of NGO-based NSPs in the response to HIV and AIDS in eastern and southern Africa?’

2 Partner mobilisation

Partner mobilisation is the process of catalysing, identifying, assessing, and selecting CBOs/NGOs that have the potential to both work with communities on HIV and AIDS and to effectively manage their organisation and its activities. It is a two-way process that centres on building a relationship of mutual respect and trust.

This function is important as it enables NGO-based NSPs to:

- Mobilise communities and develop local ownership of initiatives
- Identify CBOs/NGOs that can make a real difference to HIV and AIDS
- Assess all aspects of a CBO's/NGO's organisation and activities
- Get to know the partner, and vice versa, in order to assess whether they are a good match and to create a realistic understanding of what each other can/cannot offer
- Be transparent and accountable to communities, CBOs/NGOs, and donors for which partners they do/do not select.

2.1. The strengths of NGO-based NSPs in relation to partner mobilisation

NGO-based NSPs have particular strengths in partner mobilisation:

- **Catalysing nascent groups** – NGO-based NSPs are able to catalyse/identify and support emerging groups that have the potential to make a real difference to HIV and AIDS. This involves knowing how and where to find such groups and providing them with moral and practical support so that they can take their first steps of interest and development
- **Marginalised communities** – NGO-based NSPs are skilled at nurturing organisations and groups working with marginalised communities, such as sex workers and PLWHA, who might otherwise not want or be eligible for support from other sectors, such as governments
- **Participatory selection processes** – NGO-based NSPs use participatory, two-way selection processes that allow the NGO-based NSP and the CBO/NGO to get to know each other, and to mobilise community interest. NGO-based NSPs tend to have staff with community-level experience. As such, they can offer appropriate and people-centred methods, and can ask difficult questions without appearing judgemental. The selection processes can therefore be empowering, rather than intimidating
- **Ethical selection criteria** – NGO-based NSPs employ equitable and transparent criteria for partner mobilisation
- **Partner portfolios** - NGO-based NSPs are able to develop strong and appropriate partner portfolios. Organisations they support may offer a mix of:
 - **Missions** – for example, ACTIONAID mainly targets PLWHA support groups and women's groups

“We don't look for elaborate systems, but some minimum standards. It's important to build on people's good will, especially in care projects where people have been concentrating on taking care of the sick, rather than developing organisational tools”

Chris Kangale, CHEP, Zambia

Programmes – for example, SAT supports groups that work on care and support, prevention, CABA, impact mitigation, networking, and advocacy

Capacities – for example, Pact supports two levels of groups, i.e. implementing partners and peer partners, with the latter having been chosen to provide support to local CBOs.

- **Ongoing support** – NGO-based NSPs are able to ensure stable and long-term relationships of support. They can identify with CBOs/NGOs and understand the opportunities and threats that they face. Moreover, even if they cannot always guarantee long-term funding, they can provide other forms of ongoing partnership.

CASE STUDY: PARTICIPATORY SELECTION PROCESS – SAT

SAT's 'contact to contract' process with a partner takes about 2-3 months. It involves:

- 1 Rapid assessment to assess suitability
- 2 An assessment report and recommendation
- 3 Management and partner decision on whether to proceed, or not
- 4 Participatory baselines on organisational capacity and community competence
- 5 Baseline reports and recommendation
- 6 Joint proposal writing.

CASE STUDY: ETHICAL SELECTION CRITERIA – CHEP, Zambia

CHEP, Zambia, selects partners that:

- Are based in the community
- Offer services that help to prevent HIV and/or mitigate its impact
- Have some basic management or organisational structure
- Have members or volunteers who give time to the activities
- Are willing to include men and women.

2.2. Lessons in partner mobilisation

- NGO-based NSPs must be proactive about catalysing and identifying potential partners. Rather than waiting for ‘them to come to us’, NGO-based NSPs need to go out into communities and encourage new groups to develop, especially among marginalised populations and in under-served areas
- NGO-based NSPs need to know their niche(s) and adjust their selection criteria and processes accordingly. For example, if an NGO-based NSP’s expertise lies with supporting nascent CBOs, its skills and resources may be wasted if it selects mature and well-developed NGOs
- Selection criteria should focus on the potential of a CBO/NGO rather than its current status. NGO-based NSPs should not have overly high expectations of new groups, particularly in relation to their organisational systems and their ability to document and demonstrate impact. They need to help partners to get started in developing such systems, rather than seeing their absence as a reason for refusing them support
- Partner mobilisation is aided by broad definitions of ‘community’ and ‘HIV and AIDS work’. For example, for CHEP, Zambia, ‘community’ can mean either a geographic area or a group of people. For SAT, ‘HIV and AIDS work’ has been used to justify support to groups focusing on domestic violence and child abuse
- Combining rapid assessment with the process of observing groups in action is necessary for effective partner mobilisation. This enables an NGO-based NSP to get a basic idea of a partner organisation’s capacity and to assess their relationship with the community. For example, ACTIONAID, the Alliance, and SAT insist on visiting a potential partner in the field and seeing how they interact with local people
- Both sides need to be able to say ‘No’ to a partnership. For example, an NGO-based NSP may not want to support a well-developed group to which it can offer little. However, even where no formal partnership occurs, the selection process can catalyse different types of relationships. For example, an NGO-based NSP could involve non-partners in workshops to share lessons with nascent groups or contract them to provide technical support in their area of expertise
- All those involved, including donors, need to regard any partnership that involves capacity-building as being a long-term arrangement. For example, SAT’s understanding with its partners is that a relationship will typically last between five and ten years
- NGO-based NSPs should allow for a degree of flexibility in their selection criteria. For example, while SAT insists that partners should show commitment to social justice, human rights, gender equality, and the rights of children, it will offer support to a group that, for example, does not currently involve men as long as the organisation shows an interest in so doing at a later stage

“Partner mobilisation is critical for bonding and relationship building. It is about ensuring they’re right for us, we’re right for them and that we are on the same page together”

Tim Lee, SAT

- NGO-based NSPs need to balance the demands of donors (for rapid grant allocation and results) with a thorough process of partner mobilisation. They should stay true to their participatory approaches. However, in the light of the escalating pandemic, they should also recognise the need to work as quickly as possible. Overly-rapid approaches can be ineffective in the long term because they risk the wrong groups being selected
- As part of the selection work, NGO-based NSPs need to have systems in place to 'terminate' partnerships. For example, SAT's contract with CBO/NGO partners outlines its criteria for termination, which include a partner failing to submit adequate or timely financial or narrative reports, or there being lack of appropriate progress in capacity development.

3 Technical support

Technical support is a process of increasing and improving the knowledge, skills, and attitudes of CBOs/NGOs responding to HIV and AIDS. It can cover a wide range of themes related to HIV and AIDS, programme management, and/or organisational development. Technical support can be carried out through many different methods, for example training workshops, exchange visits, and one-to-one mentoring.

Technical support is important because it enables NGO-based NSPs to:

- Support CBOs/NGOs to build the package of skills and capacities needed to do effective HIV and AIDS work and to develop as strong organisations
- Empower partners to work effectively and inclusively with their communities
- Ensure that other CBO/NGO support functions, such as grant-making, are put to best use by partners
- Use national, regional, and international lessons, skills, and resource people to strengthen local responses.

3.1. The strengths of NGO-based NSPs in relation to technical support

The particular strengths of NGO-based NSPs in relation to this function include:

- **Identifying needs** – NGO-based NSPs play an important role in helping CBOs and NGOs identify their technical support needs. As they have close, non-threatening relationships with their partners, as well as staff with practical experience, they can work with them in identifying their short- and long-term technical support needs
- **Participatory methods** – NGO-based NSPs have the capacity to develop participatory methods and systems to build the skills and confidence of CBOs/NGOs new to HIV and AIDS work. For example, ACTIONAID uses ‘Stepping Stones’, a methodology largely based on participatory rural appraisal techniques. This encourages CBOs/NGOs to use tools such as body mapping to facilitate single-sex, then community-wide, discussions about issues such as gender and sexual health
- **Comprehensive packages of support** – NGO-based NSPs provide CBOs/NGOs with comprehensive packages of technical support to help them to develop their capacity over time and become sustainable. These packages cover programmatic development (e.g. behaviour change communication and home-based care), organisational development (e.g. accounting and administration systems), and institutional development (e.g. external relations, governance, and strategic planning)
- **Cost-effective mechanisms** – NGO-based NSPs can offer this package of technical support through a variety of complementary

“Capacity-building means that even when we have left, the organisation should be able to grow and develop”

Johnson Masiko, TASO

and cost-effective mechanisms. These include providing and/or facilitating: training workshops; informal mentoring; exchange visits; study tours; access to technical resources; on-site technical support; thematic meetings to share lessons; and partner-to-partner capacity-building. In many cases, NGO-based NSPs can use these mechanisms to provide support relatively cheaply, for example by clustering partners together for a workshop or asking a mature partner to support a neighbouring nascent one

- **Graduating criteria** – NGO-based NSPs provide transparent criteria for ‘graduating’ partners whose capacity has been built
- **Building technical resources** – NGO-based NSPs help CBOs/NGOs develop their own technical resources and conduct their own training. For example, support may be given to enable a partner to develop training manuals and to carry out skills-building with other sectors such as clinic workers
- **Technical bridges** – NGO-based NSPs may act as a technical bridge between CBOs/NGOs and resource-providers. For example, the Alliance supports CBOs/NGOs so that they can meet the technical requirements, such as a strategic plan, for accessing funds from the Global Fund.

CASE STUDY: IDENTIFYING NEEDS – ACTIONAID

ACTIONAID sees identifying partners’ technical support needs as an ongoing collaboration involving three key processes:

- An initial participatory assessment of the NGO’s/CBO’s needs and capacity
- A Memorandum of Understanding that outlines how technical support will be provided
- An annual Participatory Review and Reflection Process to enable feedback on the support provided and the identification of future needs.

CASE STUDY: CRITERIA FOR ‘GRADUATION’ – SAT

SAT’s graduation of partners is based on the following:

- **Organisational indicators** – such as a multiple-donor base that provides an adequate level of funding, transparent and functional governance structure, and success in mainstreaming gender
- **Programmatic indicators** – such as the ability to mobilise and support volunteers, high-quality and appropriate services, and an ability to translate new skills into programming
- **Strategic indicators** – such as a long-term strategic plan, and external evaluation confirming high organisational/programmatic capacity.

CASE STUDY: TECHNICAL SUPPORT – CHEP to Bwafwano Women’s Group, ZAMBIA

CHEP’s technical support to Bwafwano Women’s Group (BWG), a discussion group of members of a Pentecostal church in Luangwa township, has involved the following three processes:

- **Mobilisation, capacity and needs understanding** – CHEP used participatory tools to help the members discuss HIV and AIDS and develop ideas for action. They then facilitated a three-day assessment to identify and prioritise the group’s technical support needs and resources, and to design a training and mentoring schedule
- **Training** – CHEP organised a series of participatory workshops and seminars to enhance BWG’s HIV and AIDS prevention skills
- **Mentoring** – CHEP supports BWG to implement its programme, listening to their experiences, seeing their activities in action, adapting approaches, giving feedback, and providing support materials. This has included support for the following:
 - Resource mobilisation (e.g. CHEP supported BWG in its bid to access and manage a grant from SAT)
 - Problem-solving (e.g. CHEP helped BWG to see that they could hire rather than buy sewing machines for their income-generation scheme for widows)
 - Proposal-writing (e.g. CHEP supported BWG in its writing of a proposal for funding from the Japanese Embassy, taking them through the proposal development process and drafting the text with them).

3.2. Lessons in technical support

- Capacity-building is not just about enabling a CBO/NGO to do something, but for it to be able to do it to the best of its ability. As such, it is an ongoing and often lengthy and challenging process
- Capacity-building must be linked to capacity utilisation. Training workshops are just one form of technical support. NGO-based NSPs need to also use other methods such as mentoring, to help partners translate their new skills into action. This is particularly true when working with emerging groups or when addressing marginalised communities about sensitive issues
- Technical support starts from an NGO-based NSP’s first contact with a potential partner, particularly if they use participatory tools to explore local needs. This helps mobilise interest in HIV and AIDS, build the community’s ownership of initiatives, and break down any sense of ‘us and them’
- NGO-based NSPs need to sit down with partners and jointly plan their technical support for the immediate, medium, and long term. This helps to ensure that partners receive support incrementally and that NGO-based NSPs can have a proactive rather than a reactive approach

“Technical support is about ensuring empowered, sound, mature organisations. But it’s also a growth process, which has its ups and downs and is not linear”

Patrick Brenny, Pact Madagascar

“It’s best to start with technical support that cements the relationship between the CBO/NGO and its community, such as participatory community assessment, followed by support that cements the relationship between the CBO/NGO and the NGO-based NSP”

Patrick Sikana, The International HIV/AIDS Alliance – Zambia

- Technical support must be intrinsically linked to participatory monitoring and evaluation. This will enable the NGO-based NSP and its partner to use simple, practical indicators to assess the quality of the support provided and the difference it has or has not made
- NGO-based NSPs do not have to provide all necessary technical support themselves; they can also facilitate access to it. In particular, NGO-based NSPs can use their unique position, in terms of their breadth of partners and their overview of their partners' strengths and weaknesses, to facilitate partner-to-partner support. This system ensures appropriate support for the recipient and also boosts the confidence of the provider
- NGO-based NSPs may need to balance meeting the broad skills development needs of most CBOs/NGOs with the specific, more highly technical needs of a few more mature partners. Most NGO-based NSPs tend to focus on low- or medium-level technical issues, such as community-level counselling, rather than high-level competencies, such as clinical management for people on antiretroviral treatment. While this is a practical response to the huge needs of the majority of CBOs/NGOs, there may be room for some NGO-based NSPs to diversify into 'higher' issues. This, in particular, might involve working in partnership with other sectors such as medical or academic institutions that can offer expertise in specific areas
- Capacity-building needs to have an end point in terms of an agreed stage of capacity and sustainability that the NGO-based NSP and its partner can work towards over time.

4 Grant-making

Grant-making is the process of providing financial resources for HIV and AIDS initiatives and ensuring that they are managed effectively and accountably. It often involves a package of support that, alongside money, can include skills-building in areas such as book-keeping and financial reporting. The grants provided can vary considerably in terms of their size, duration, restrictions, and requirements.

Grant-making is an important function as it enables NGO-based NSPs to:

- Ensure that money allocated to community responses to HIV and AIDS actually reaches communities
- Ensure that partners receive the money they need, and how and when they need it
- Ensure that partners utilise the technical support they have received
- Allocate money transparently, based upon agreed criteria and processes
- Be financially accountable to communities, partners, and donors.

4.1. The strengths of NGO-based NSPs in relation to grant-making

NGO-based NSPs have particular strengths in grant-making. These include:

- **Being a conduit for resources** – NGO-based NSPs are a valuable conduit for funds between donors and CBOs/NGOs responding to HIV and AIDS. They can ensure the availability and accessibility of funds for local groups, and combine this with reliable and accountable financial processes for the resource-providers. For example, SAT channels around US \$2 million per year from CIDA to provide grants of \$5,000 to \$50,000 to CBO/NGO partners in Malawi, Mozambique, South Africa, Tanzania, Zambia, and Zimbabwe
- **Practical approaches for small and emerging groups** – NGO-based NSPs tend to be more approachable and less bureaucratic than some other bodies and are thus often a more attractive partner for groups that are new to external funding. For example, when starting work with a CBO in Zambia, the International HIV/AIDS Alliance – Zambia will help it to open a bank account and will reimburse money based on the production of receipts rather than formal financial reports
- **Practical and transparent financial procedures** – This includes accounting guidelines and budgeting formats that CBOs/NGOs will find user-friendly and that also meet donor requirements
- **Building on, rather than ‘usurping’, local resources** – NGO-based NSPs work in a way that empowers local communities rather than limits their innovation. As such, they can ensure that local resources, such as volunteers and political will, are mobilised and put to good use, while being complemented by external funding

“Our grants programmes provide a critical bridge between funding sources and beneficiaries, focusing on partner capacity development, the improved availability of funds for local partners, and fiscal accountability towards the sources of funding, all the while ensuring that the programmatic ‘job’ is being accomplished”

Patrick Brenny, Pact Madagascar

- **Adaptable processes** – NGO-based NSPs are able to be flexible, adapting grant-making procedures to local contexts and challenges. For example, NGO-based NSPs in countries with high rates of inflation will factor financial forecasts into the budgets of their partners’ project proposals
- **Linking grants and technical support** – NGO-based NSPs ensure that grant-making does not occur in isolation, but within a comprehensive package of support. For example, where possible, NGO-based NSPs complement their grant-making by also supporting their partners in areas such as monitoring and evaluation, which will help to ensure that the money is well spent
- **Covering core costs** – NGO-based NSPs promote responsible grant-making as well as the sustainability of community initiatives. This often requires grant-making to cover administrative and programming costs. For example, SAT allows partners to allocate up to 25% of their budgets to core costs – administration, premises, etc. – and advocates that donors do likewise, highlighting how CBO/NGO capacity development can be compromised if this does not occur.

CASE STUDY: GRANT-MAKING – The International HIV/AIDS Alliance – Zambia

The International HIV/AIDS Alliance – Zambia’s grant-making process involves:

Stage 1: Pre-supporting

- **Requirements** – Legal registration, bank account, commitment to HIV and AIDS
- **Desirable elements** – Executive Committee, basic record-keeping, good record in the community
- **Groundwork** – Rapid assessment, joint proposal development, proposal review/approval, and preparation of one-year Memorandum of Understanding.

Stage 2: Supporting

- **Disbursements** – Memorandum of Understanding approved, funds transferred, further disbursements given (when tranche is exhausted and acceptable reports have been received)
- **Financial reporting** – Required quarterly – covers expenditure, bank reconciliation, and amount for next period
- **Technical support** – Provided throughout granting period and involves frequent visits by Finance Officers. This also helps partners complete financial reporting.

Stage 3: Post-supporting

- **Close out** – Outlined in the Memorandum of Understanding, final financial report for the whole project
- **Termination of agreement** – When Memorandum of Understanding is breached or ends, and can involve a ‘no cost extension’ or renewal.

CASE STUDY: PACKAGE OF GRANT-MAKING SUPPORT – Pact Madagascar

In its grant-making programmes, Pact provides CBOs/NGOs with a package of mentoring and technical support focused on:

- **Financial capacity and empowerment** – This aims at helping partners develop their financial accountability and responsibility to the highest level. It involves them having or developing effective financial management systems, and with adequate ‘checks and balances’ in their accounting and financial processes
- **Organisational capacity and empowerment** – This aims at helping partners become structurally sound and organisationally and institutionally mature. It involves them having the necessary administrative and internal management structures for them to be organisations
- **Programmatic capacity and empowerment** – This aims at helping partners become technically sound and programmatically credible. It involves them having the necessary technical competence to undertake the activities they propose as well as being able to demonstrate programme management capabilities.

4.2. Lessons in grant-making

- Grant-making is about much more than just writing cheques. In particular, it must be linked to capacity-building. To be effective, grant-making needs to involve relationship-building, empowerment, and technical support. This ensures that funds are not only used correctly, but also effectively
- To facilitate effective grant-making, NGO-based NSPs need there to be close collaboration between their own financial and technical staff. For example, ACTIONAID schedules visits by finance and programme officers at the same time, so that they can appreciate the issues involved in each other’s area(s) and can identify any anomalies between financial and programmatic reports
- Risk-taking and risk-management are an inherent part of grant-making and should be embraced by all those involved. NGO-based NSPs and donors need to be prepared to ‘gamble’ on groups that lack organisational structures and a track record. In extreme cases, they also need to be prepared to write off money for the benefit of experimentation
- The less mature the partner, the more an NGO-based NSP needs to start with small steps and minimal funds. Many new and small groups cannot cope with large amounts of money. As the relationship evolves and the CBO/NGO develops, their grant can be gradually increased
- Relationships of peer partnership (rather than donor-recipient) need to be fostered. This is true at all levels, i.e. between NGO-based NSPs and their CBO/NGO partners, as well as between NGO-based NSPs and their donors. This also needs to happen in practice as well as in words, in terms of being reflected in how all stakeholders treat and describe each other

“However much money is on offer, organisations need, from the start, to be able to go at their own pace and to say if their plate is full”

Patrick Sikana, The International HIV/AIDS Alliance – Zambia

“Joint proposal and budget development is empowering and minimises failure because it means that both sides understand and take responsibility”

Lovemore Magwere, ACTIONAID

- 'Taster' grants are a vital way of trying out, and building relationships with, potential partners, but can be time-consuming and energy-intensive. All those involved, but particularly donors, need to appreciate that this strategy is important, even though it does not, in the short term, move large amounts of money
- NGO-based NSPs need to be conscious of, and able to respond to, the complex dynamics caused by external funding. In particular, they need to be able to support partners to cope with the destabilising influence that money can have, especially where service delivery is built around community volunteer systems. They also need to encourage CBOs/NGOs to continue to mobilise their own local resources, rather than becoming solely dependent on external funding
- Longer-term granting periods tend to enhance organisational stability and programmatic effectiveness at community level. This is because, rather than having to continually devote attention to fund-raising, the CBO/NGO can develop a long-term vision and focus on improving the quality of their work.

5 Resource mobilisation

Resource mobilisation is the process of identifying, encouraging, and gathering the wide range of local, national, and international resources that are needed for effective responses to HIV and AIDS by both CBOs/NGOs and NGO-based NSPs.

Resource mobilisation enables NGO-based NSPs to ensure that:

- Their own organisations and CBOs/NGOs have an adequate and reliable supply of resources
- Their own organisations and CBOs/NGOs have access to a diverse pool of donors from which they can draw a range of appropriate resources
- Local resources are recognised and maximised.

5.1. The strengths of NGO-based NSPs in relation to resource mobilisation

The particular strengths of NGO-based NSPs in relation to this function include:

- **Diverse resources** – NGO-based NSPs play an important role in encouraging partners at all levels to identify and make use of the diversity of resources that are available. Resources must be widely defined to include money, skills, will, interest, influence, time, and equipment
- **Directly mobilising resources from donors, both for their own work and that of partners** – This involves identifying and being a ‘magnet’ for a wide variety of local and international resources
- **Advocating on behalf of partners and matching them with donors** – This involves promoting CBOs/NGOs, giving them contacts, and linking them to specific resource-providers
- **Supporting CBOs/NGOs to develop the tools, capacity, and confidence for resource mobilisation** – This involves the NGO-based NSP providing its partners with skills-building, mentoring, and moral support. For example, alongside relevant training, NGO-based NSPs will often give a partner a written endorsement and/or accompany it on its first meeting with a donor
- **At national and international levels, advocating both more and better-managed resources for HIV and AIDS** – For example, the International HIV/AIDS Alliance has been involved in consultations to ensure that resources from the Global Fund are appropriately channelled to community-level responses. Meanwhile, TASO has advocated to donors in Uganda for them to give CBOs/NGOs ‘basket’ funding. This system, which has benefited the NGO-based NSP itself, involves the pooling of resources and means that the organisation can choose how to allocate its ‘pot’ of money and so need only one strategic plan and reporting format.

“The challenge facing all of us is how to creatively and sustainably leverage additional external resources as a complement to, rather than as a substitute for, local resources, efforts, and investments”

Patrick Brenny, Pact Madagascar

CASE STUDY: PROCESS OF RESOURCE MOBILISATION – TASO, Uganda

The resource mobilisation process used by TASO involves:

- Identifying stakeholders, and their needs and expectations
- Identifying an appropriate response
- Establishing the resources needed and identifying those available
- Identifying possible resource providers
- Making a resource mobilisation strategy
- Implementing the strategy
- Reviewing and re-planning the strategy.

CASE STUDY: Pact Madagascar

Pact Madagascar and its partners have supported MATOY – a CBO/NGO capacity-building programme, to access the World Bank’s Multi-sectoral AIDS Program funds for local responses to HIV and AIDS. One of its aims is to help partners to develop the ‘3Cs’ needed for accessing resources, i.e.:

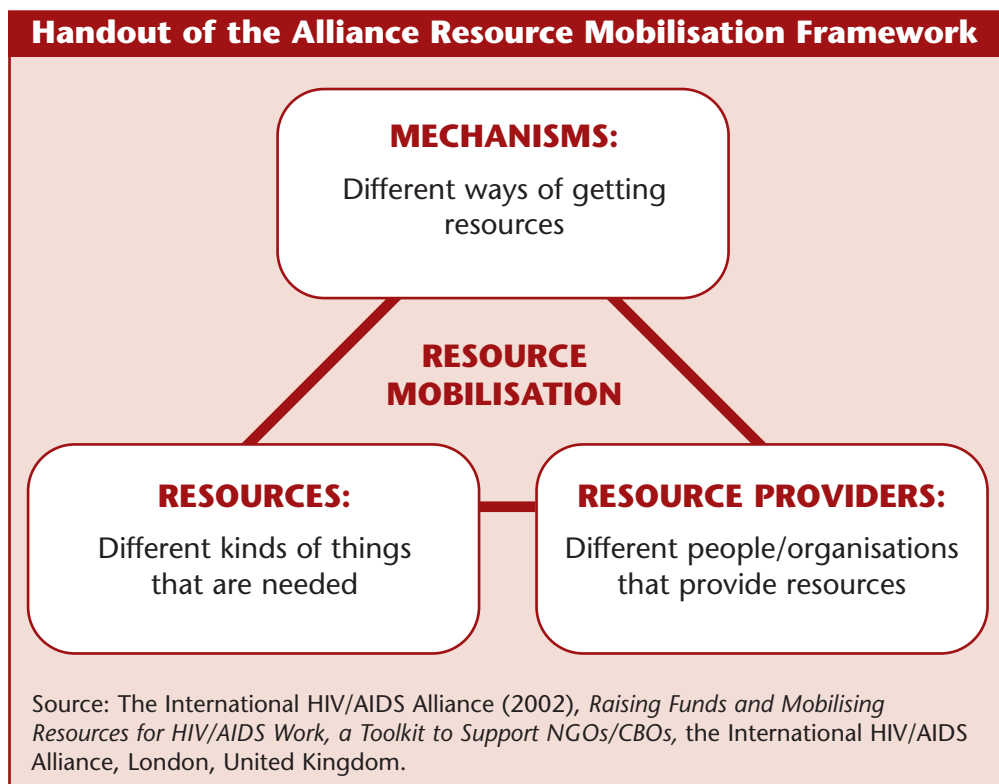
- **Capacity** – The organisational, institutional, administrative, financial, and technical capacity to ‘do the job’
- **Competence** – The ability to consistently demonstrate competence in ‘doing the job’, so as to develop a base of experience and competence
- **Credibility** – Developing a name as a respected implementing partner in which other organisations have confidence and entrust resources.

5.2. Lessons in resource mobilisation

- Resource mobilisation is not just about money and international fundraising. For example, TASO, Uganda, has found that it is equally important to mobilise local assets, such as political will, and to explore other means of gaining funds, such as cost-sharing schemes at its resource centres and charging for providing training to other sectors
- Resource mobilisation is an active, two-way relationship, rather than a passive process of waiting for ‘them’ to come to ‘us’. NGO-based NSPs and their partners need to support their resource mobilisation plans (outlining what they want money for, when, and how much) by actively scanning the funding environment and getting to know donors. Activities such as meetings and site visits can help enable both sides to air their concerns, build confidence in their work, and develop a sense of shared ownership
- NGO-based NSPs need to balance opportunism with their organisational vision and plan for sustainability. For example, while NGO-based NSPs should be open to opportunities such as

one-off grants for thematic projects, the majority of their efforts should be based on a resource mobilisation plan that reflects their organisational priorities and principles

- For effective work on the ground, resource mobilisation should back up technical support. For example, ACTIONAID found that despite gaining technical skills, some CBOs were struggling to implement their work because they lacked core funding. As a result, the NGO-based NSP increased its resource mobilisation work, sometimes providing funds itself, but often helping partners to access money from other sources
- Resource mobilisation risks being dominated by the tension between the donor's focus on amounts spent and the NGO-based NSP's focus on sustainable impact. This dynamic is sometimes positive, in terms of both priorities being important for responding to HIV and AIDS. At other times, it is harmful, in terms of forcing NGO-based NSPs to spend money without being sure of the quality and impact of their results
- NGO-based NSPs must actively engage with other national and international sectors, networks, and partnerships to gain entry to funding opportunities. For example, TASO has found that its partnership with the Government of Uganda has opened doors to funding from foreign donors
- To maximise their potential for resource mobilisation, NGO-based NSPs need to clarify their comparative advantage(s) and market themselves aggressively. In the light of both more funding opportunities and a more crowded market place, NGO-based NSPs need to escape the NGO culture of modesty and develop a stronger business sense and 'brand'.



CASE STUDY: Steps and activities to prepare for resource mobilisation - the Alliance

5. Preparing and creating a resource mobilisation action plan

- Conceptualisation
- Assess capabilities and identify institutions
- Assess NGO capability and potential of mechanisms
- Mapping resource providers
- Identification of the mechanisms to get resources

4. Identifying and researching different resource providers

- Resource mobilisation, linking, and farming out to different funders (for example, different activities to different resource providers)
- Identification of resource providers
- Looking for alternative funders
- Classifying resource providers
- Research details of resource providers

3. Researching resource mobilisation mechanisms

2. Reviewing current organisational resource situation and identifying resource gaps

- Identify resources needed
- Analysis of what might be needed in the near future

1. Developing a strategic plan

- Review strategic plan
- Programme development
- Needs assessment (participatory)

Source: The International HIV/AIDS Alliance (2002), *Raising Funds and Mobilising Resources for HIV/AIDS Work, a Toolkit to Support NGOs/CBOs*, the International HIV/AIDS Alliance, London, United Kingdom.

6 Documentation and research

Documentation is the process of finding practical ways to record, learn from, re-package, and share experiences, results, and lessons about HIV and AIDS work. Research is the more scientific and structured process of asking and answering questions in order to confirm or disprove something. Combined, documentation and research provide a range of complementary learning activities that aims to benefit the organisation in question, its partners, its peers, and others.

Documentation and research enable NGO-based NSPs to:

- Learn from and improve their CBO/NGO support work
- Help partners to learn from, and improve, their HIV and AIDS work
- Ensure that good practice is recognised, recorded, and replicated, and that mistakes are not repeated
- Give themselves and their partners the material needed to engage with the national and international policy agenda
- Demonstrate to donors that their money is being well spent.

6.1. The strengths of NGO-based NSPs in relation to documentation and research

The particular strengths of NGO-based NSPs in relation to this function include:

- **Convincing CBOs/NGOs** – The value of documentation and research is not always understood or accepted by CBOs/NGOs. It can appear to be a low priority activity compared to the delivery of HIV and AIDS services. NGO-based NSPs play a vital role in helping their partners understand what can be gained – by themselves and by others – as a result of good documentation and research. They often do this through their own documentation work, which is valued by partners
- **Capacity development** – NGO-based NSPs provide CBOs/NGOs with the skills, tools, and/or resources for them to do their own documentation and research work. They can also accompany partners through the process, going at their pace and speaking the same language. This involves helping CBOs/NGOs to decide on a suitable level of work, whether it be using existing resources to take minutes of community meetings or participating in a multi-million dollar operations research project. NGO-based NSPs can also provide partners with relevant skills-building training to ensure that documentation and research is not carried out in isolation from programme and policy efforts. As a result, partners are increasingly gaining concrete benefits from their efforts in this area
- **Unique relationship** – NGO-based NSPs are particularly well placed to be able to identify good practice and develop tailor-made materials for CBOs/NGOs. They have long-term and strong relationships with a variety of CBOs/NGOs and, as such, are also ideally placed to spot emerging issues and innovations. For

“We don’t go out there and ‘do’ documentation, but focus on helping members to identify their own needs and do it themselves”

Allan Ragi, KANCO, Kenya

“Research and documentation has many benefits, but it also takes time, energy, and resources. So, deciding why a CBO or NGO should do it involves looking at what advantages the work can bring to the organisation and its HIV/AIDS work”

Patrick Sikana, The International HIV/AIDS Alliance – Zambia

example, SAT has produced several series of publications (including counselling guidelines, 'Community Responses', and SHARE) that bring together the experiences of CBOs/NGOs throughout southern Africa. Meanwhile, KANCO, Kenya, performs a dual role, developing its own products as well as ensuring that materials produced by others are more widely accessible

- **Making information accessible** – NGO-based NSPs 'translate' and re-package the results of documentation and research work for a wide variety of audiences. This includes summarising and popularising academic research findings so they become accessible to community level partners, as well as using partners' community-level experiences and lessons as the raw material from which to develop resources for influencing the national policy agenda. For example, KANCO has used the documented experiences and views of its partners to influence the Kenyan government's position on HIV and AIDS issues such as parent-to-child transmission
- **Bridging the gap between CBOs/NGOs and research institutions** – This includes acting as a 'watchdog' to ensure that, rather than being extractive, research projects are interactive, being both empowering and owned by local people. For example, in Zambia, the Alliance facilitated the participation of local PLWHA groups in an international research project managed by the Population Council's Horizons programme on the involvement of PLWHA in service provision. The NGO-based NSP's role here included helping the groups to understand the inputs and potential benefits that the research would involve and to use the outcomes to improve their own programming.

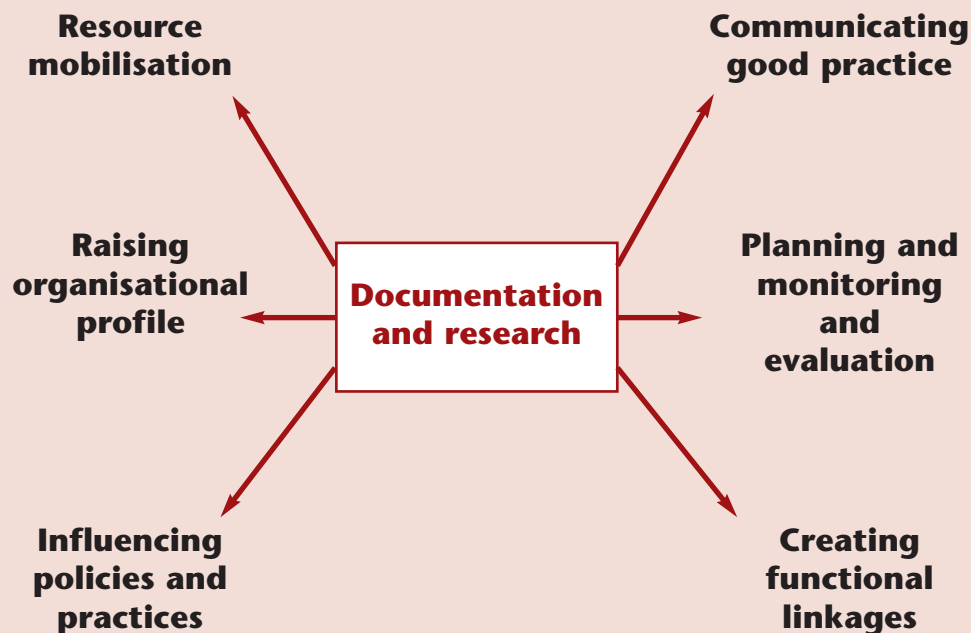
CASE STUDY: SYSTEMATISING DOCUMENTATION WORK – Kenyan AIDS NGO Consortium (KANCO), Kenya

KANCO supports its members by helping them with the planning and systematisation of their documentation work by using the following six-step approach:

- Decide on the objective
- Identify the target audience
- Carry out a needs assessment
- Analyse data to obtain information
- Put information into chosen format
- Disseminate findings to target audience.

Rationale for documentation and research work

The International HIV/AIDS Alliance – Zambia explains to partners that the rationale for documentation and research work is as follows:



6.2. Lessons in documentation and research

- Documentation and research work does not just happen. Instead, it requires capacity-building and appropriate resources, both of which NGO-based NSPs are in a good position to provide
- Documentation and research work is central to good monitoring and evaluation. In particular, it enables partners to see what is or is not working and so replicate successes and avoid mistakes. This can contribute to informed decisions about programme planning and resource allocation. It can also help donors to justify their continued support of NGO-based NSPs
- It is important to advocate to partners the value of documentation and research work. NGO-based NSPs do this by showing that it has tangible benefits for CBOs/NGOs and that, rather than requiring extensive new skills or resources, it can be integrated into existing activities
- NGO-based NSPs have a vital role to play in building the confidence and skills of CBOs/NGOs that are daunted by the practicalities of documentation and research work. The first steps can include facilitating exchanges with groups that have carried out simple but effective documentation work and encouraging partners to focus on one simple message and one product at a time

- Resource centres can have a vital role, but should be seen as a service (for programmes and advocacy) rather than projects in their own right. NGO-based NSPs often have a more crucial role to play in developing innovative and practical ways to ensure that information is accessible to community-level stakeholders.

CASE STUDY: GOOD PRACTICE STRATEGY - SAT

SAT's definition of 'Good Practice':

Good Practice is a continuous and empowering process of information exchange between SAT and its partners, stakeholders and specific peer intermediary organisations. The process focuses on learning and sharing appropriate lessons, identifying and transferring relevant skills, tracking and reporting on progress, promoting positive change in policy, and building and maintaining support for relevant approaches and resources.

SAT's Good Practice Strategy is integral to its capacity development programme with community groups in southern Africa, designed to build community competence in responding to HIV and AIDS.

The Good Practice Strategy brings together and integrates the work of many individuals and teams, explicitly linking their activities to the achievement of SAT's overall goal and main outcome areas.

Four strategic outputs are identified: lesson-sharing, skills-sharing, advocacy, and reporting progress.

To maximise impact, six target audiences are specified: SAT partners and similar CBOs/NGOs, Governments, donor partners, NACs/NACPs, UNAIDS, and SAT's peers (i.e. CBO/NGO support providers and regional bodies).

SAT has carefully chosen and designed tools and products that will produce the desired reaction from the targeted audience. They include School Without Walls, publications, representation and progress reports.

The essential inputs for the Good Practice Strategy are: monitoring, research and documentation, processes for identification of skills, processes for lesson-sharing, and networking.

Source: Summarised from SAT Good Practice Strategy. See the SAT website for the full document.

7 Policy and advocacy

Policy and advocacy are part of the process of changing the context, which includes attitudes, actions, policies, and laws, in which people and organisations work on HIV and AIDS. This work can be carried out at different levels, from local and national to international. It involves a variety of communications strategies, such as meetings, briefing papers, and events, and it targets a wide range of influential people and institutions, such as governments, businesses, donors, religious groups, NGOs, and the media.

Policy and advocacy work enables NGO-based NSPs to:

- Influence local, national, and international positions, principles, and practices that influence community-level action on HIV and AIDS
- Complement their technical and financial support of partners by helping to create an enabling environment for their work
- Give a voice to CBOs/NGOs working with marginalised and under-represented communities
- Raise the profile and credibility of NGO-based NSPs among the key players in the field of HIV and AIDS.

7.1. The strengths of NGO-based NSPs in relation to policy and advocacy

The particular strengths of NGO-based NSPs in relation to this function include:

- **Building the capacity of CBOs/NGOs in policy and advocacy work** – For example, both the Alliance and SAT have held workshops for partners covering key advocacy skills, such as how to develop advocacy messages, briefing policy-makers, and participating in committees
- **Ensuring that community voices are heard** – NGO-based NSPs can facilitate the involvement of CBOs/NGOs in policy and advocacy initiatives. For example, KANCO successfully lobbied the Kenyan government for the involvement of civil society groups in key decision-making fora, such as the National AIDS Programme. TASO, Uganda, gives support to a range of local stakeholders, including the Positive Men’s Union (POMU), Client Councils, and TASO Centre Advisory Committees, so that they can participate in local- and provincial-level advocacy work
- **Raising issues for CBO/NGO partners** – NGO-based NSPs are practiced at gathering evidence, building consensus, and lobbying on behalf of CBOs/NGOs responding to HIV and AIDS. They can use their unique overview from working with diverse partners to identify key issues and take them forward to key policy fora
- **Marginalised communities** – Historically, NGO-based NSPs have played a critical role in advocating the needs and rights of marginalised communities, such as men who have sex with men, orphans and vulnerable children, and PLWHA

“HIV/AIDS programmes and activities cannot receive maximum benefits or create any impact without a supportive policy framework”

Allan Ragi, KANCO, Kenya

- **Representing the sector** – NGO-based NSPs can represent and advocate the CBO/NGO sector in national multi-sectoral policy and programming fora. NGO-based NSPs are often in a strong and appropriate position to take up the CBO/NGO ‘seat at the table’, especially where CBO/NGO networks do not exist or are weak.

CASE STUDY: POLICY AND ADVOCACY – Kenyan AIDS NGO Consortium (KANCO), Kenya

KANCO supports its members’ policy and advocacy work in many different ways, including stakeholder meetings, district networks, advocacy papers, and media events. Its policy process involves:

- Identifying and defining the issue
- Forming options for addressing the issue
- Selecting the best options
- Forming a draft policy
- Presenting the draft for approval to relevant stakeholders
- Presenting a final draft to the Approval Committee
- Going for top management/ministerial approval and support
- Disseminating the policy.

CASE STUDY: ADVOCACY FOR THE NEEDS OF MARGINAL GROUPS – TASO, Uganda

TASO has a five-year strategy for supporting advocacy at different levels in order to increase access to, and coverage of, HIV and AIDS services for vulnerable people. In particular, it focuses on advocacy work for and with PLWHA. This involves the following functions:

- Advocating on behalf of PLWHA at national fora, for example with government bodies negotiating access to antiretrovirals
- Collaborating with PLWHA groups, such as the National Community of Women Living with HIV/AIDS (NACWOLA), on joint advocacy projects
- Giving PLWHA a voice within its own programmes. For example, at TASO Centres, concerns raised by PLWHAs are taken forward through Clients’ Councils
- Training PLWHA in advocacy skills, such as networking and public speaking, and helping them put a human face to HIV and AIDS, with rural community leaders, for example.

7.2. Lessons in policy and advocacy

- NGO-based NSPs need to adapt their policy and advocacy methods to the subject, target, and context. For example, in a conservative environment, quiet advocacy, based on dialogue and partnership building, is likely to be more effective than aggressive demands and confrontation
- Although policy and advocacy work often require modest funding, it is a procedure that is time- and effort-intensive. In order to avoid becoming overwhelmed with demands, particularly if they are the only organisation of their type in the district or country, NGO-based NSPs need to make strategic decisions about how much they want to invest in this area
- NGO-based NSPs need to be open to the advocacy of others. For example, CBOs/NGOs may want them to change their policies and procedures, perhaps about the selection criteria for partners
- NGO-based NSPs sometimes walk a tightrope, balancing advocacy work with maintaining good relations, particularly with governments and donors. NGO-based NSPs need to decide what balance is appropriate and feasible for their specific organisation, and governments and donors need to give NGO-based NSPs the space to exercise their democratic right to criticise and influence policies
- Policy and advocacy work is greatly enhanced by having formal structures to facilitate the flow of issues and information. For example, TASO has Client Councils at local level, Centre Advisory Committees at district level, and a Board of Trustees at national level. All of these structures have clear terms of reference and make a unique, but complementary, contribution to the organisation's advocacy work
- 'Representation' and 'constituency' are sensitive issues and require sensitive responses. NGO-based NSPs need to be clear about how they have gathered their information and who they can and cannot represent. In most cases, it is preferable to facilitate the direct involvement of CBOs/NGOs in policy debates and/or to work in collaboration with relevant networks
- Advocacy work does not stop when a national policy is changed. In fact, it requires ongoing and multi-layered efforts. While it is important for NGO-based NSPs to lobby national policy-makers on policy formulation, it is equally vital to lobby local stakeholders, such as community leaders and health workers, on policy implementation. Even when a policy has been passed, intensive efforts are still required to ensure that it is disseminated, used, and monitored.

CASE STUDY: Planning framework for advocacy work – the Alliance/ICASO



Source: The International HIV/AIDS Alliance (2002), *Advocacy in Action, a Toolkit to Support NGOs and CBOs responding to HIV/AIDS*, the International HIV/AIDS Alliance, London, United Kingdom.

8 Monitoring and evaluation

Monitoring and evaluation are processes that help us track the progress and measure the effects of our work against agreed criteria in order to generate learning about the impact of HIV and AIDS interventions. Both quantitative and qualitative approaches can be used, ranging from the use of simple practical indicators through to complex frameworks and rigorous in-depth evaluations.

Monitoring and evaluation are important as these processes enable NGO-based NSPs to:

- Stay at the cutting edge of HIV and AIDS responses by learning about what is and is not working
- Improve their planning, processes, and relationships
- Select appropriate partners and identify their strengths, weaknesses, and gaps
- Support partners who need to strengthen their programmes and organisations
- Demonstrate to communities, partners, and donors that the NGO-based NSPs' approaches work and, in turn, mobilise resources for them
- Track how changes, for example to policies or funding, are affecting CBOs/NGOs and take appropriate advocacy action.

8.1. The strengths of NGO-based NSPs in relation to monitoring and evaluation

The particular strengths of NGO-based NSPs in relation to this function include:

- **Convincing CBOs/NGOs, especially emerging organisations, of the value of monitoring and evaluation** – NGO-based NSPs are in an excellent position to explain what such work involves, advocate its benefits, and ensure that it is an empowering rather than extractive experience. What is more, they can demonstrate this through the monitoring and evaluation procedures used with their partners
- **Baseline studies** – At the start of their relationship, NGO-based NSPs usually assist their partners in conducting baseline studies. This enables both the NGO-based NSP and the CBO/NGO to know their starting point and lay firm foundations for their relationship, including ongoing monitoring and evaluation work
- **Developing appropriate tools** – NGO-based NSPs are at the forefront of developing simple, practical, and participatory tools and processes for monitoring and evaluating community-level organisations. For example, Pact, SAT, and the Alliance have all created relevant tools for assessing the organisational capacity of community groups, using methods that are not only acceptable but also valuable to their partners

“It’s about knowledge management, in terms of enabling an organisation to take decisions and move forward”

Patrick Brenny, Pact Madagascar

- **Capacity-building in participatory monitoring and evaluation** – Both SAT and the Alliance, for example, carry out skills-building workshops on monitoring and evaluation and include this topic in their regular mentoring sessions with, and on-site visits to, their partners
- **Responding to specific monitoring and evaluation needs** – As CBOs/NGOs develop, they identify new and specific needs around monitoring and evaluation. These may be linked to programme development or new donor requirements. The ongoing relationship between NGO-based NSPs and their CBO/NGO partners includes the constant review and revision of technical support needs that can take these specific demands into account
- **Monitoring and evaluating the NGO-based NSP's own work** – For example, TASO, Uganda, has in place a management information system to record key data, such as the number of people counselled, while CHEP, Zambia, combines ongoing self-monitoring with an external evaluation every two and a half years. Meanwhile, Pact Madagascar uses geo-referenced data as well as the United States Agency for International Development's Netweaver software to track the progress of the NGO-based NSP's interventions while considering the external factors that affect them. SAT's integrated partner database is used to generate contracts, and to store and analyse financial and programmatic (including several types of beneficiary) monitoring data
- **The bigger picture** – Being able to analyse and synthesise the across-the-board results of partners' monitoring and evaluation work to assess overall priorities. NGO-based NSPs are in a unique position to assess what the monitoring and evaluation results of CBOs/NGOs add up to – in terms of their successes, failures, and emerging issues
- **Bridging information gaps** – NGO-based NSPs act as a bridge between CBOs/NGOs, whose priority is the work on the ground, and donors, who need data and feedback. This works both ways: NGO-based NSPs highlight the needs and perspectives of CBOs/NGOs so as to assist donors to develop appropriate monitoring frameworks and systems, and NGO-based NSPs also collate and analyse data from CBO/NGO partners according to those requirements

8.2. Lessons in monitoring and evaluation

- NGO-based NSPs need to develop a shared understanding of the worth of monitoring and evaluation to ensure acceptance and collaboration. All those involved need to see this function as helping both the partner and the NGO-based NSP to improve their work rather than being a form of policing
- NGO-based NSPs must recognise and address the different levels and complexities of CBO/NGO monitoring and evaluation needs. CBO/NGO partners have very different needs, depending on their maturity, sophistication, and donors. However, even with experienced groups, it is important to reiterate the basics, i.e. in terms of what monitoring and evaluation is, what data is needed, and how the information is used

CASE STUDY: MONITORING AND EVALUATION – SAT

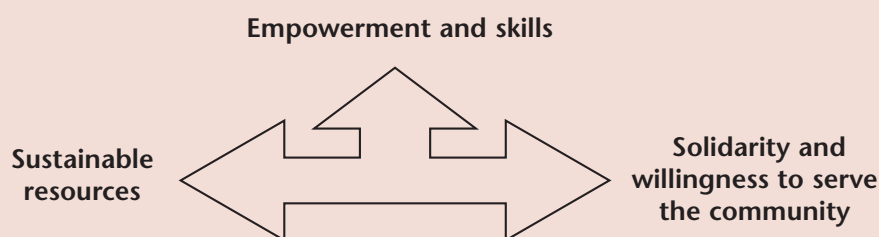
For SAT, there are two key tools critical to the process of developing its partnership with CBOs/NGOs and at the centre of its monitoring and evaluation work. These are:

1. SAT Organisational Capacity Assessment Tool (SOCAT), which:

- Facilitates a baseline assessment of organisational capacity, and regular updates and periodic evaluations
- Focuses on areas such as planning, monitoring, volunteer management, governance, learning, and advocacy
- Identifies whether the organisation is emerging, established, or mature
- Includes a one-day workshop, organised by the partner, facilitated by SAT, and involving a diverse group from the organisation, including Board members, staff, and volunteers.

2. SAT Community Competence Tool (SATCOMP), which:

- Facilitates a baseline measurement of community-level competence to address local development problems
- Focuses on three areas



- Includes a one-day workshop, facilitated by SAT and a SAT partner, involving a diverse group of community members and local stakeholders.

- NGO-based NSPs should build on their partners' own existing monitoring and evaluation work, all the while helping them to develop a more systematic approach. The necessary tools and techniques should be introduced early on in a relationship and with adequate training. This will ensure that they are accepted and applied
- To assess the real picture, it is vital to combine formal and informal methods of monitoring and evaluation. For example, TASO, Uganda, not only has formal quality standards that must be met, but also has systems, such as quarterly meetings of counselling and medical co-ordinators, for sharing experiences and concerns

- It can be challenging for NGO-based NSPs to identify exactly what achievements are attributable to their specific support, as opposed to that of other NGO-based NSPs or donors. In general, it is easier for them to assess their more direct contributions to organisational-level changes than their indirect ones to community-level changes
- The collection of qualitative information needs to be validated by all key stakeholders, particularly donors and governments. If this is not done, there is a risk that it will be de-prioritised in favour of quantitative data and a situation will arise wherein invaluable information and insights are lost.

9 Summary of NGO-based NSP strengths and challenges by function

Function	NGO-based NSP strengths	NGO-based NSP challenges
Partner mobilisation	<ul style="list-style-type: none"> • Catalysing nascent groups • Nurturing groups working with marginalised communities • Using participatory selection processes and transparent criteria. 	<ul style="list-style-type: none"> • The need to be proactive about identifying partners • The need to balance donor demands for rapid resource allocation with thorough support processes.
Technical support	<ul style="list-style-type: none"> • Developing participatory methods to build the skills of groups new to HIV and AIDS work • Providing partners with a comprehensive package of technical support • Acting as a technical bridge between CBOs/NGOs and donors. 	<ul style="list-style-type: none"> • Capacity-building must be linked to capacity utilisation • NGO-based NSPs and their partners must jointly plan their technical support work.
Grant-making	<ul style="list-style-type: none"> • Being a conduit between donors and CBOs/NGOs • Facilitating flexible grant-making for small and/or nascent groups • Maximising local resources • Advocating responsible grant-making. 	<ul style="list-style-type: none"> • Relationships with partners at many levels • Grant-making is about much more than writing cheques and must involve capacity-building.

Function	NGO-based NSP strengths	NGO-based NSP challenges
Resource mobilisation	<ul style="list-style-type: none"> • Directly mobilising resources for their own and their partners' work • 'Matching' partners with donors • Advocating better-managed resources for HIV and AIDS. 	<ul style="list-style-type: none"> • Tension between the donor's focus on 'amounts spent' and the NGO-based NSP's focus on sustainable impact • NGO-based NSPs must engage with other sectors and partnerships to access funding opportunities.
Documentation and research	<ul style="list-style-type: none"> • Convincing CBOs/NGOs of the value of documentation and research • Re-packaging partners' results for different audiences • Acting as a bridge between CBOs/NGOs and research institutions. 	<ul style="list-style-type: none"> • Documentation should be seen as a service rather than a project in itself.
Policy and advocacy	<ul style="list-style-type: none"> • Gathering evidence and building consensus among CBOs/NGOs • Advocating the needs of marginalised communities • Representing the CBO/NGO sector in multi-sectoral policy fora. 	<ul style="list-style-type: none"> • The need to balance advocacy with maintaining good relations, particularly with governments and donors.
Monitoring and evaluation	<ul style="list-style-type: none"> • Developing participatory tools for community-level monitoring and evaluation • Synthesising partners' results to assess overall priorities • Providing input into donors' frameworks. 	<ul style="list-style-type: none"> • The need for a shared understanding about why monitoring and evaluation matters • The need to build on partners' existing work, while helping them develop a more systematic approach.

10 Lessons for NGO-based NSPs

10.1. The relationships between NGO-based NSP functions

A key challenge facing NGO-based CBO/NGO support providers relates to the number and combination of CBO/NGO support functions that they perform. Indeed, looking at the functions in combination, as opposed to isolation, raises a number of questions.

a) Should all NGO-based NSPs aim to perform all of these functions all of the time?

In practice, there are both advantages and disadvantages to NGO-based NSPs carrying out some or all of the seven key CBO/NGO support functions. These are summarised in the table below:

“We find it easier to do grant-making if we have involved the organisation in technical support and have got to know them”

Patrick Sikana, The International HIV/AIDS Alliance – Zambia

Combining functions		
	Advantages	Disadvantages
Doing one function	<ul style="list-style-type: none"> ✓ Allows an NGO-based NSP to try out CBO/NGO support work ✓ Allows the NGO-based NSP to develop intensive expertise ✓ Avoids the NGO-based NSP becoming over-burdened ✓ Enables partners to benefit from a diversity of inputs from different providers. 	<ul style="list-style-type: none"> ✗ Risks the function being carried out in isolation, rather than as part of a consistent ‘package’ ✗ Risks over-emphasis of that one function, rather than a comprehensive response ✗ Means partners have to seek the other functions from other support providers with different systems and approaches.
Doing some functions	<ul style="list-style-type: none"> ✓ Can ensure that partners can put their learning (e.g. from technical support) into practice (e.g. through grant-making) ✓ Enables the selected functions to reinforce each other and the NGO-based NSP to know its partners better ✓ Enables partners to benefit from a diversity of inputs. 	<ul style="list-style-type: none"> ✗ Tempts an NGO-based NSP to spread itself too thinly and carry out functions that are not within its area of expertise ✗ Means partners have to seek the other functions from other support providers, who may have different systems and approaches.
Doing all functions	<ul style="list-style-type: none"> ✓ Ensures CBOs/NGOs get a consistent support package ✓ Enables all the functions to reinforce each other and the NGO-based NSP to know its partners in depth ✓ Enables the NGO-based NSP to identify exactly what difference it as opposed to other support providers has made to a partner. 	<ul style="list-style-type: none"> ✗ Tempts an NGO-based NSP to spread itself too thinly and carry out functions that are not within its area of expertise ✗ Risks an NGO-based NSP being too self-sufficient and not collaborating with others ✗ Can lead to partners feeling ‘owned’ by an NGO-based NSP and thus having an unequal relationship with it ✗ Risks partners becoming ‘clones’ of the NGO-based NSP, rather than benefiting from a diversity of inputs.

In terms of the allocation of importance, time, and money, no single NGO-based NSP should or could, in reality, perform all of the support functions to the same level. Instead, they need to 'pick and mix' their functions, both in terms of those they perform and the degree to which they are employed. These decisions are influenced by a number of factors, including the NGO-based NSP's model, capacity, stage of evolution, and context. For example:

- **Type** – If an NGO-based NSP is a **specialist** programme, it is likely to perform most or all of the functions. If it is a **network**, it may be more appropriate for it to perform just one or two, such as documentation and research and policy and advocacy, as opposed to grant-making
- **Capacity** – If an NGO-based NSP has strong links with donors, but has few financial staff, it might decide to focus on resource mobilisation rather than grant-making
- **Stage of evolution** – If an NGO is new to CBO/NGO support work, it might start by focusing on technical support and monitoring and evaluation. Then, as it becomes more mature, it could add other functions, such as policy and advocacy
- **Context** – If an NGO-based NSP works in a country with several strong local training organisations, it might focus less on technical support and more on grant-making.

b) Are there any functions that should not be carried out in isolation?

In some cases, depending on its model, it is appropriate for an NGO-based NSP to carry out a single function. For example, a training organisation might only carry out technical support, although this should still encompass a degree of monitoring and evaluation.

However, in other cases, there are dangers involved in isolating individual functions. For example, some NGO-based NSPs feel strongly that providing grants without technical support risks the scenario of well-funded, but technically weak, programmes arising. This risk is greater with emerging CBOs and NGOs. There is also the risk that, if different functions are provided by a variety of different support providers, CBOs/NGOs will end up with a disjointed array of support that involves many different relationships, systems, and degrees of quality.

c) Are there any functions that specifically should be combined?

NGO-based NSPs in the region have learned that certain combinations of functions facilitate particularly cohesive CBO/NGO support work. Documentation and research inherently fits well with policy and advocacy work, for example. Resource mobilisation and grant-making are functions that also go well together. Monitoring and evaluation goes with all other functions; it is a key process by which each NGO-based NSP learns from and improves the entirety of its work.

Particularly important is the synergy between the functions of technical support and grant-making. Grant-making on its own risks a donor-recipient relationship emerging. Technical support on its own may not lead to practical changes and improvements at implementation level, due to lack of resources. Where different NGO-based NSPs provide grant-making and technical support to the same CBO/NGO, this arrangement

“Groups say: “If you’re only giving technical support, how can you expect us to do the work?” ”

Ros Beatson, SAT

can work well but becomes problematic where there is a lack of shared goals and NGO-based NSP liaison. Overall, the ideal scenario is where these two functions are provided by the same NGO-based NSP; within one comprehensive and supportive relationship funding is available for partners to put their new technical skills into action.

In all cases, CBO/NGO support functions must be provided cohesively. While this does not mean that they have to be provided by the same organisation, it does mean that those involved have to actively collaborate and have shared goals.

d) What are the pros and cons of NGO-based NSPs combining support functions with implementing their own programmes?

As noted earlier, there are many NGOs, such as TASO in Uganda and CHEP in Zambia, that combine CBO/NGO support functions with the direct implementation of their own HIV and AIDS programmes. This dual role can have both advantages and disadvantages. These are summarised in the table below.

“Sometimes, to get to the bottom of something, you have to do it yourself. So, many organisations want to implement programmes as well as provide support to others”

*Lovemore Magwere,
ACTIONAID*

Combining CBO/NGO support and implementation	
Advantages	Disadvantages
<ul style="list-style-type: none"> ✓ Through its own work, the NGO-based NSP knows its partners’ culture and environment ✓ The NGO-based NSP has hands-on experience to share ✓ While implementing projects, the NGO-based NSP can identify or catalyse viable CBOs ✓ The NGO-based NSP is trusted by both the community and resource-providers ✓ The NGO-based NSP is best at supporting what it knows best. For example, if it has expertise with orphans and other vulnerable children, it is well placed to support others starting such work ✓ Drawing on its own experiences, the NGO-based NSP can anticipate partners’ trends and needs. ✓ The NGO-based NSP has a wide net for capturing resources, as it falls into both ‘implementer’ and ‘supporter’ camps ✓ The NGO-based NSP has the opportunity to experiment, in terms of trying things out on itself first. 	<ul style="list-style-type: none"> ✗ A good ‘implementer’ is not automatically a good ‘supporter’ ✗ The NGO-based NSP might be too close to its partners and communities and struggle to be unbiased ✗ The NGO-based NSP might think it knows best, and impose its own values or deny partners space to experiment ✗ The NGO-based NSP might suffer from divided attention ✗ There might be conflict between the NGO-based NSP’s staff, especially if the CBO/NGO support work is seen as more glamorous ✗ Partners might be suspicious about how the NGO-based NSP divides its funds between itself and CBOs/NGOs ✗ The NGO-based NSP may compete for resources with its partners ✗ The NGO-based NSP might not be able to say ‘No’ and support work might overtake implementation work ✗ The NGO-based NSP might hold on to their programmes rather than letting them become independent.

“Having so much money available isn’t a threat. But we need to have the capacity to use it and we also need to be able to say “No” “

Johnson Masiko, TASO, Uganda

“As more people come in, we can’t just rest on our laurels. We need to adapt or die”

Felicitas Chiganze, SAT

“We have years of experience – so, let’s share it with the new players”

Kieran Daly, The International HIV/AIDS Alliance

“No single organisation or sector can do everything. So, we have to advocate that others to play their role too”

Patrick Brenny, Pact Madagascar

10.2. Gaps and challenges

Two particular gaps affect NGO-based NSPs in southern and eastern Africa. These are:

- **The lack of co-ordination among NGO-based NSPs in the region** – Although organisations such as SAT and the Alliance are facilitating a degree of communication and experience-sharing, there is a need for more concerted co-ordination among peer NGO-based NSPs. This is in order to exchange lessons learnt, reduce duplication, and carry out joint advocacy efforts. As a minimum, this could take the form of more regular opportunities for informal lesson-sharing, such as thematic exchanges between NGO-based NSPs, regional meetings of NGO-based NSPs, and the use of existing initiatives, such as the Alliance’s on-line NGO support toolkit. However, it might also benefit from having a formal structure, such as a regional network being supported by a co-ordinating body, with national lead organisations that, on a rotating basis, chair country-level networks
- **The lack of attention to the organisational and institutional development of NGO-based NSPs themselves** – In the light of rapidly scaled-up levels of funding and numbers of partners, many of the NGO-based NSPs’ own skills (such as in emerging technical areas), capacity (such as their number of trained staff), and systems (such as for financial reporting) are not maintaining such pace. If this is not addressed, the situation could threaten the organisations’ long-term development and effectiveness.

NGO-based NSPs in the region are working in rapidly changing times. In particular, the HIV and AIDS pandemic is escalating, funding is increasing, and the number of international players is expanding. Overall, although the work of NGO-based NSPs has never been more needed or so well-resourced, the environment has never been more complex, political, and crowded.

This raises questions for NGO-based NSPs. Some of these may work themselves out as the role of NGO-based NSPs, both individually and as a sector, evolves. However, others may require targeted attention and problem-solving so that NGO-based NSPs and other key stakeholders can develop appropriate responses.

The questions include the following:

In the light of the changing context, do NGO-based NSPs need to:

- Do things differently? For example, should they start to address more hi-tech issues during capacity-building with partners?
- Do more of what they’re already doing? For example, should they focus on scaling up their programmes with marginalised groups and/or acting as facilitating agencies for the Global Fund on AIDS, TB and Malaria?
- Re-position themselves? For example, should they emphasise their ability to provide a comprehensive package of support and/or plug specific gaps, such as building capacity in monitoring and evaluation?

Now that more funding is available, what are the major bottlenecks to expanding NGO-based CBO/NGO support work? Is it, for example, a lack of experienced human resources? If so, what can be done about it?

How can NGO-based NSPs get better at articulating their strengths and selling themselves?

How can NGO-based NSPs balance staying true to their vision and priorities with responding to emerging opportunities? Can they stay independent while, for example, distributing funds for a government? To what extent should they 'chase' new funds or retain their existing niches and resources?

What is the optimal relationship between NGO-based NSPs and other emerging 'players' in CBO/NGO support work? Are the latter a threat, for example, due to their levels of resources and political influence? How can there be an environment of co-operation and lesson-sharing?

10.3. Overall strengths of NGO-based NSPs

As the experiences and lessons documented in this report demonstrate, NGO-based NSPs can offer considerable added value within the response to HIV and AIDS in eastern and southern Africa.

In summary, NGO-based NSPs are able to:

- **Offer a strong conceptual understanding and vision** of what CBO/NGO support work for HIV and AIDS is for and about
- **Share years of practical experience, lessons learned, tools, and systems development** relating to CBO/NGO support for HIV and AIDS. It is their area of expertise and they have much to share with new players
- **Demonstrate a thorough understanding of CBOs/NGOs, and their strengths and weaknesses.** They have staff with community-level experience, they know how CBOs/NGOs work and they have high-quality, ongoing relationships with partners that are based upon mutual respect and trust
- **Design good participatory community-level processes,** especially ones that empower rather than extract (such as participatory community assessments), and ones that require considerable inter-personal communication and sensitivity (such as work with orphans and vulnerable children)
- **Serve as a bridge and narrow the gap between CBOs/NGOs and other sectors,** including donors, governments, and research institutions. They are able to act as brokers because they can speak the different 'languages' of each sector and understand the opportunities and challenges facing the different sides
- **Demonstrate a wealth of experience in working with marginalised groups and in under-resourced areas.** NGO-based NSPs are very willing and able to work with priority groups, such as sex workers and PLWHA, and are often more acceptable to such communities than other sectors. They are also able to support CBOs/NGOs in priority areas, such as remote and under-resourced provinces where others are neither willing nor able to work
- **Provide sensitive and relevant support to emerging groups** and provide them with the step-by-step moral and practical support needed to mobilise their community and get their organisation started

- **Benefit from a unique overview of CBOs/NGOs and community-level issues.** This enables them to identify overall strengths and weaknesses and to document and communicate experiences and trends, for example in the form of toolkits and good practice reports
- **Identify policy gaps, provide unique input into policy development, and take the CBO/NGO 'seat at the table'.** Their day-to-day work is with organisations and individuals that are affected by policies. This enables them to see what is or is not working and to provide input into governmental and multi-sectoral bodies developing policies and programmes at national and international level
- **Achieve high standards of accountability to donors and communities alike,** particularly because their work and organisations are values-based
- **Deliver results in a cost-effective, fast, and relatively un-bureaucratic manner.** Their inputs are modest and their systems simpler and proven. As a result, they can move more quickly and economically than others.

APPENDIX: Workshop participants

Name	Position, organisation, and location
Mubondo Barabona	Executive Officer, WAMATA, Dar es Salaam, Tanzania
Patrick Brenny	Pact, Madagascar
Christopher Kangale	Copperbelt Health Education Project (CHEP), Zambia
Lois Lunga	Southern Africa AIDS Information Dissemination Service (SAfAIDS), Zimbabwe
Lovemore Magwere	ACTIONAID, Zimbabwe
Johnson Masiko	The AIDS Service Organisation (TASO), Uganda
Allan Ragi	Kenyan AIDS NGO Consortium (KANCO), Kenya
Patrick Sikana	The International HIV/AIDS Alliance - Zambia
Marion Gotha	Oxfam Australia, Zimbabwe
Kieran Daly	The International HIV/AIDS Alliance, UK
Nicky Davies	Consultant for the International HIV/AIDS Alliance
Sarah Middleton-Lee	Consultant for the International HIV/AIDS Alliance
Ros Beatson	SAT, Zimbabwe
Elisha Maricho	SAT, Zimbabwe
Felicitas Chiganze	SAT, Zimbabwe
Tim Lee	SAT, Zimbabwe

This report highlights the role and added value of non-governmental organisations (NGOs) in providing support to community-based organisations (CBOs) and other NGOs in responding to HIV and AIDS. It is part of a strategic partnership between the Southern African AIDS Trust (SAT) and the International HIV/AIDS Alliance (the Alliance).

This publication draws from many different sources of information about NGO-based CBO/NGO support work, including reports, toolkits and websites produced by the Alliance, SAT and other CBO/NGO support providers. However, it is particularly based upon material gathered at a regional workshop, co-hosted by SAT and the Alliance. This workshop explored and documented the experiences and lessons of representatives from a wide range of NGO-based CBO/NGO support providers (NGO-based NSPs) from southern and eastern Africa. It provided an opportunity for participants to make formal presentations about their work, and to have informal discussions about their lessons learned, strengths, weaknesses, opportunities, and threats.

CBO/NGO support work is about providing such organisations with the technical and financial support needed to start, implement, scale-up, and sustain effective responses to HIV and AIDS. It must also complement and be co-ordinated with the efforts of other organisations and sectors, including governments and donors. For NGO-based NSPs, this mandate translates into a number of key roles. These include encouraging community participation, mobilising new and existing CBOs/NGOs, and promoting the role and values of civil society. To put these roles into practice, NGO-based NSPs can perform one, some, or all of seven key functions: partner mobilisation, technical support, grant-making, resource mobilisation, documentation and research, policy and advocacy, and monitoring and evaluation.

These key functions are described and analysed in terms of the special qualities NGO-based NSPs bring to their execution, and the challenges that they face.



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