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PURPOSE: The purpose of this grant is to provide support for PACT's program to select, fund, monitor, and evaluate PVO field-level development projects and to increase the institutional capability of PACT-associated U.S. and indigenous private development agencies.

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### OVERVIEW AND EXECUTIVE SUMMARY

The final year of funding under the AID Grant Agreement marked a period of considerable change for PACT--change in leadership, change in the relationship with AID, change in approach, and change in governance and makeup.

But all has not been changed. PACT's philosophy continues to be time tested and a viable base for its programs:

1. PACT remains a private voluntary organization whose strength is in its broad array of members.
2. PACT faithfully continues to implement its goal statement in pursuing various initiatives:

"PACT supports the initiatives of low-income persons in developing countries to improve their social and economic conditions through the collaborative efforts of private development agencies throughout the world, particularly by supporting and fostering local organizations' increased strength and self-sufficiency."

This philosophy is implemented through interrelating its three principal functions: (1) assisting PVOs through a grantmaking process that includes the review, selection, funding, monitoring and evaluation of projects, (2) facilitating collaboration among PVOs for their mutual benefit, and (3) systematically extracting and applying lessons of PVO experience to future PVO efforts.

For the most effective use of its limited resources in carrying out these functions, the Board seeks to provide a continuous response to an ever changing environment, and in conjunction with AID's priorities, to identify various areas of concentration. In addition to our continuing focus on institutional strengthening, small scale enterprise, and consortia, the Board has mandated increased emphasis on Africa as a region and Women in Development. There is also a determined effort to operate from a global perspective, so that programs and projects are not considered discrete entities with the potential for wasted person power and the learning and impact greatly dissipated.

These pursuits represent the mainstay of PACT, and therefore make up the thrust of the report that is contained in the following pages. However, for a proper perspective of PACT today, a review of the changes that have taken place during the grant year and are still taking place is essential.

Early on, as of January 1985, Ambassador Thomas Byrne assumed the position of Executive Director of PACT, taking over from Dr. Robert O'Brien who had held this position since the initial days of operation in 1972.

To provide timely policy guidance necessary to move with the times, PACT has taken steps to rationalize what has become an increasingly unwieldy organizational structure. This factor was especially accentuated by acceptance of new members and by active prospects for increasing membership in PACT. As a result, both the Board appointed Governance and Membership Committees worked hard during this period to review the current needs. They then won Board approval for the recommended changes reflected in revised Bylaws that streamlined the existing framework, made it more efficient, and strengthened the organization through the infusion of new experience and expertise.

Further, where the opportunities arise to complement its existing programs, PACT has the flexibility to design new approaches. For example, in its efforts to attract non-AID support, PACT utilized the donation of an initial block of 50 computers from the Apple Corporation to establish a creative computer program, aimed at providing equipment, training and evaluation for members and other indigenous PVOs recommended by member agencies.

During this period, PACT expended considerable effort to reach an accord with AID for a new type of grant arrangement, namely a Cooperative Agreement, signaling a major shift from the traditional relationship. While this report covers the final phase of activity under the old format, it should be acknowledged that the preparator for operating with a drastically reduced core-funded budget and modified set of program criteria and guidelines required PACT staff to begin moving towards new ways to accomplish the established goals of the organization and at the same time to facilitate a smooth transition from one mode of operation to another.

In spite of the difficulties that this has entailed, PACT has laid the base so that it is encouraged about the potential to complement and enrich existing programs for the membership and PVOs in general under the new approach. The results of staff and members' efforts to move in this direction can be seen in the Mali initiative where PACT members are moving toward a collaborative program approach; in Bolivia, Costa Rica, Guatemala, and Sri Lanka where staff and member agencies have participated in offering workshops and extending management assistance; and in several countries in Latin America and Africa where PACT is working with or responding to the AID Missions on proposals for the purpose of providing both technical and financial assistance to the PVOs working in the respective countries. This new approach, mandated and abetted by our new AID relationship, provides the opportunity not only to benefit PACT membership, but to involve them in the process so as to maximize the impact on local development agencies.

I. BACKGROUND AND INTRODUCTION

PACT is an international consortium of private voluntary agencies. Its principal goal is to support the initiatives of low-income persons in developing countries to improve their social and economic conditions through the collaborative efforts of private development agencies throughout the world, particularly by supporting and fostering local organizations' increased strength and self-sufficiency. PACT's purpose is to increase the institutional capacity of private development agencies through the provision of funding and support services made available by a tested process which selects, funds, monitors and evaluates field-level development projects, and which directly involves and directly impacts on individuals and groups of persons with limited access to resources.

Founded by eight private agencies, who were convinced that a coordinated approach to development efforts would increase their capabilities and maximize their effectiveness, PACT now has twenty-seven members, including five Latin American and two African agencies. One of the Latin American and both of the African agencies are themselves consortia, bringing the number of agencies linked to PACT to 125. A list of member agencies and their program interests is included in Attachment A.

PACT was incorporated in 1971; staff was hired and initial financing secured in 1972. AID has been the primary funding source for PACT. A history of that relationship is summarized in Attachment B.

Since its founding, PACT has successfully managed a Project Fund, which has channeled \$35,000,000 of AID support (matched by at least an equivalent amount of non-AID resources) which involve 450 project actions in Asia, Africa, Latin America, and the Caribbean. PACT's Supportive Activities Fund has been an innovative mechanism for 440 small and flexible matching grants totalling over \$1,000,000 to non-project activities such as project planning, conferences, staff training, interagency technical assistance, publications and study visits.

While grant-making activities, including evaluation and assessment, account for the largest allocation of time and resources, PACT has also developed a broad range of services and supportive activities in an effort to improve the capability and effectiveness of PVOs, to reduce duplication, and to provide information necessary to the effective management of development programs.

## II. PACT APPROACH AND STRATEGY OVERVIEW

The thrust of PACT's efforts can be observed in the results of the activities related to its Development Fund, the Learning and Linkages Program and Technical Services. A brief overview of each of these areas, including a look at some new initiatives, is provided below. A more complete description and analysis of these programs, and the lessons learned, can be found in Sections III and IV that follow.

### A. Development Fund

The Development Fund, previously called the Project Fund, remained the major operational activity of PACT for channeling resources to PVO programs. Grants to field-level projects and programs totalled \$2,230,094 while Supportive Activities Grants and Consortia Grants, aimed at improving PVO effectiveness, amounted to \$282,953. (Attachment C)

PACT's Project Selection Committee met 3 times during FY'85 to review 51 proposals. Of these, 45 were approved, representing 11 new projects (\$500,197) and 34 refundings (\$1,729,897). In comparison with FY'84, this marked a decrease of 6% in projects funded and a decrease of 28% in funds committed. Funding restrictions occurred as a result of an AID cutback of \$375,000 on anticipated funds originally earmarked for PACT, the inadvisability of becoming involved in multiple-year funding for projects and the uncertainty of the negotiations on the upcoming grant from PVC.

During this time period, the Development Fund focussed its efforts on:

- Implementation of regional strategies that principally called for increased resources for Africa and Asia and consolidation of work in Latin America.
- Reduction in the size of new grants and scaling back existing project obligations.
- Compliance with the Executive Committee resolution of not committing additional year funding on any new project beginning in October 1984.
- Close collaboration with the office of Learning and Linkages to focus PACT resources on particular themes such as small-scale enterprise, primary health care, greater involvement of women in projects, institutional strengthening and consortia enhancement. Through

targetted project funding, workshops and specific studies, PACT has begun to extract systematically and disseminate the lessons of PVO experiences.

- Maintenance of close contact with the member agencies both through field visits and at the home office. This has improved the flow of communication and has rationalized the project planning, processing and follow up.
- Fine-tuning PACT criteria and procedures to more effectively promote the involvement of women in development programs. Also refinement of the guidelines to reflect the type of support required for incipient and maturing organizations.
- Brokering program and institutional requests to other donor organizations.

In addition to the above, PACT has begun to seek direct relationships with individual USAID Missions in all three regions in an attempt to diversify the funding base, provide additional benefit for the member agencies, and utilize their technical expertise to the maximum extent possible.

The above highlights can be seen more specifically in the following regional summaries.

#### Africa

A major accomplishment in FY85 was the Board approval in June of an Africa Strategy. A synthesis of the Africa Strategy can be found in Attachment D. 14 projects totalling \$660,262 were approved. The ongoing implementation of the Africa Strategy is reflected in:

- an increasing number of projects using member resources to strengthen indigenous institutions;
- the Mali Initiative - Participation by nine PACT members in jointly planning new projects in Mali aimed at geographical and sectoral foci.
- a planned Learning and Linkages program in Zimbabwe to strengthen PVOs;

- close consultation with USAID Missions and other major development institutions on the use of PACT in facilitating a PVO mechanism aimed at the transfer of technical and financial assistance.

On this last point, PACT recently submitted an unsolicited proposal to USAID/Zimbabwe. The thrust of the proposal is, through the appropriate utilization of its members, to strengthen the impact of indigenous PVOs on Zimbabwe development. For some months, PACT also has been in conversations with members, USAID/Somalia and the Government of Somalia with the intention of bidding on a forthcoming RFP for the PVO Umbrella Project. If necessary, PACT would operate the Management Unit for Support and Training which provides technical assistance and backstopping to PVOs engaged in development activities.

It is likely that over the next year, PACT's experience will be called upon in other field-level situations for the purpose of providing technical assistance to PVO projects.

#### Asia

PACT has continued its strategy of concentrating project funding in five countries: Sri Lanka, Nepal, Bangladesh, Thailand, and Indonesia. 16 projects totalling \$675,014 were approved during FY85. In most cases, these projects involved PACT members collaborating with Asian PVOs in small enterprise and primary health care sectors.

Since June, PACT has temporarily combined the work of one representative for both Latin America and Asia. This arrangement has constrained PACT from taking some of the initiatives it has in other regions. Nevertheless, groundwork is being laid for learning programs in institutional building and women's involvement. USAID/Sri Lanka awarded PACT a contract to organize a workshop on evaluation. The workshop will occur in January, 1986, and provides a basis for discussions of a longer-term program. Similar initiatives will be pursued, as appropriate, with other USAID Missions.

### Latin America/Caribbean

PACT consolidated its project fund activity during FY85 in the expectation that significantly less funding would be available for this region under the new AID agreement. It has been possible to meet most refunding requests by scaling down budget requests where appropriate. 16 projects requiring \$894,818 were approved during this period.

PACT has concentrated project support in the three priority regions: Caribbean, Central America, and the Andean region.

PACT is building on its extensive project work in Latin America to promote learning programs in PACT's major areas of interest. An interchange of agencies using the Solidarity group credit methodology occurred in December. Nine PACT members and grantees organized a learning group around the topic of institutional strengthening. Staff also initiated first steps towards a learning effort on primary health care programs using Bolivia as a case study.

As of the end of the fiscal year, PACT had provided management assistance to a PVO funding agency in Costa Rica, undertaken a PVO inventory and consortium assessment in Guatemala, made an institutional analysis of 38 PVOs and conducted a program planning and evaluation workshop in Bolivia.

### B. Learning and Linkages Program

PACT established the Learning and Linkages Program in January 1984. The objectives of the program are to:

1. provide a structured mechanism within the PVO community for compiling, analyzing, and disseminating PVO experience; and
2. use the lessons learned to influence the policy process of PACT, PVOs, and other development organizations.

During 1984-85, the major areas of activities have included:

- Women in PVO development projects--workshop for PACT members leading to adoption of new policy guidelines by PACT Board of Directors
- Small enterprise development--management of Small Enterprise Evaluation Project for U.S.-based PVOs and organization of workshop in Latin America for agencies implementing "solidarity group" projects

- Strengthening organizations for development--workshop for U.S. PVOs and sponsorship of multi-year Learning Program for Latin American PVOs
- Role of consortia--completion of a series of reports on consortia and organization of international consultation of Third World consortia and U.S. PVOs
- Documentation grants--support to PVOs to analyze and document project strategies
- Extending benefits of micro projects--initiation of survey of PVOs on their experience with replicating or extending by other means the benefits of small projects.

### C. Technical Services

The services PACT provides to members and to non-member PVOs are designed to increase their institutional effectiveness and to facilitate collaboration among agencies.

PACT has been selective in the services it has sponsored, preferring to assist other agencies to take on functions on behalf of the larger PVO community.

The services PACT provides are:

#### 1. Information Exchange

PACT publishes a Membership Directory and Special Reports on development issues. PACT also serves as a clearinghouse of information. It sends information of interest to its members, maintains a roster of consultants, and provides lists of potential donors for agency projects.

#### 2. Group Benefits Plan

PACT administers and subsidizes partial administrative costs of a health insurance program for PVOs. Twenty-six organizations are presently members of the Group Benefits Program.

#### 3. Salary and Benefits Survey

PACT conducts an annual survey of salary and benefits policies for distribution to PVOs.

4. PVO Associations

PACT has played an active role in the establishment of four PVO associations:

- a. PVO Financial Managers Association
- b. Personnel Co-op
- c. PVO Fundraisers' Group
- d. INFORMED (Association of Development Libraries)

PACT has served as the secretariat for the first three associations.

5. Technical Assistance

PACT staff provide technical assistance to PVOs in proposal preparation and project planning, design, and evaluation. PACT also helps agencies secure other sources of technical assistance, and through the Supportive Activities Fund, contributes to the costs of the technical assistance.

### III. REVIEW AND ANALYSIS OF PROGRAM

The thrust of PACT's activities related to the Development Fund, consortia and new initiatives, while similar in content, is managed on a regional basis. A review and analysis of what has transpired in each of these areas during the reporting period is provided below.

#### A. Regional Activities

##### **AFRICA**

##### 1. Development Fund

The Africa portfolio for 1984-85, by comparison to the two previous years, shows three striking characteristics. It has shown, first of all, a substantial increase in percentage of project funding. In addition, it represents a marked shift toward collaborations between US organizations and indigenous groups. Finally there was a sharper geographic focus with particular attention to the Sahel region.

The trend toward increasing project resources in Africa is demonstrated by the following figures:

<u>FY</u>	<u>Grants</u> <u>(including refundings)</u>	<u>Amount</u>	<u>%</u>
83	13	\$601,246	24
84	11	\$756,904	25
85	14	\$660,262	30

Of the projects supported during the 3-year period, five were in Zimbabwe, four in Kenya, three in Ghana, two in Sierra Leone, and one each in Botswana, Cameroun, Madagascar and Zambia. Except for member-related projects, those outside the Sahelian focus area were phased out during the period in keeping with the Africa Strategy. Three (3) Sahelian projects were funded in Mauritania, Senegal and Mali.

Sectorally, the Africa portfolio has continued to be preponderantly enterprise development projects. The kinds of projects can be taken to indicate the variety of concerns felt by low-income Africans. The second most frequent sector is water projects. Increasingly, projects in the Africa portfolio are directed specifically at women or include them as significant participants. Coupled with the tendency toward income generation projects, the portfolio is a clear reflection of the expressed need of African women for added cash income. Some interesting examples include:

- an IVS project in Botswana which supports an IVS volunteer skilled in crafts to provide a variety of technical assistance to women in the Okayango Delta engaged in production of popular Botswana baskets.
- A PFP project in Kenya which has successfully transferred its enterprise training and loan methodology to women's activities with a PACT-funded project for rural women's groups in the Western part of the country.

In early 1985, a five-person committee of the Board of Directors was appointed to recommend a specific strategy for Africa.

The PACT Africa Strategy was approved at the June 1985 meeting of the Board. Its main emphases are:

- a commitment of 45% of PACT's new funding resources to Africa;
- a geographic focus on the Sahel and encouraging PVO activity in Sahelian countries;
- a reaffirmation of PACT's commitment to the importance of a private sector in development and using PACT's membership resources to strengthen it;
- a mandate to explore opportunities with USAID Missions for PACT's coordinating functions to be applied at the field level.

Even prior to the Strategy commitment of added financial resources, the apparent need in Africa dictated a shift in emphasis to that region. It had also become increasingly clear over the course of time that PACT's resources were strained by so broad a geographic spread for projects, particularly when indigenous organizations were being funded without member agency support. With limited ability for hands-on monitoring and technical assistance, it seemed wiser to rely, to some extent, on the constructive relationship between members and indigenous groups.

Perhaps the most innovative and exciting activity to emerge from the PACT Africa Strategy and its increased commitment to Africa is the Mali Initiative. In this effort, PACT will assume a catalytic role in assisting nine members in a joint programming effort in Mali.

Under the aegis of PACT, the agencies will spend several weeks in Mali in early 1986 for project identification and planning. Some organizations will field an individual representative; others will share one. From the planning will emerge a specific agenda of implementation to be funded by PACT's own resources, the resources of the collaborating organizations and through targetted research of appropriate external donors.

The effort will multiply the impact of PVO resources and set a tone of collaboration not only for the groups involved but for the broader range of PVO activities that it will foster. It will also serve as an avenue for other PVOs to explore activities in Mali, enable small PVOs unable to support the costs of independent project identification, generate a deeper understanding in the PVO community of conditions and possible approaches in Mali and serve as a base for expansion into neighboring areas of the Sahel.

The lessons of the three-year grant period have been valuable in bringing PACT's work in Africa to the present point, where it has a clearly-defined plan of action, a somewhat narrowed approach and is making quick headway toward achieving several of the Strategy mandates.

## 2. Consortia

An increasing emphasis in the development of consortia and coordinating bodies in Africa was anticipated by PACT's consultation on consortia in 1984. African participants asked for PACT support of follow-up activities on the African continent. Work now is going forward under the aegis of KENGO, a Kenya-based energy consortium. The first phase will be an analysis of the indigenous network in Africa, updating PACT's 1981 survey of consortia.

This will provide important learning regarding how best PACT can assist consortia, how they can be used most appropriately in African development generally and in the process of strengthening institutions in particular.

Two large consortium grants to members occurred during the grant period. The grant to CONGAT was for planning, using the expertise of a non-member U.S. organization. It has resulted in a restructuring of CONGAT, an improved ability to provide technical assistance to member organizations and an ongoing planning process which CONGAT now is implementing without external assistance. The grant to Zambia Council for Social Development was for similar purposes though without outside technical assistance.

In two instances, PACT made smaller grants to new consortia, KENGO (Kenya) and CONGAD (Senegal). These grants have provided the groups with the operational basis and credibility to secure additional support from other sources.

Another continuing relationship of potential value to PACT which is an outgrowth of consortium grants is to the Federation Ouest-africain pour la Promotion des Handicapees (FOAPH). In 1983, PACT made a grant to support a training program facilitated by Goodwill. Subsequently, PACT made an additional grant to assist FOAPH in a conference in Zimbabwe as a part of its effort to expand its activities to anglophone Africa and also a grant to support the production of its journal, Solidarite. As a network of organizations, particularly one with so discrete a focus, and one based in the Sahel, PACT's involvement is relevant both to its increasing interest in consortia and to the Sahel focus.

### 3. New Initiatives

#### Somalia

In consultation with the local mission and other agencies regarding the PVO umbrella project, PACT will be presenting a proposal for the provision of management and technical services to the PVO community.

#### Zimbabwe

PACT has submitted a two-phased proposal to the USAID Mission to Zimbabwe for the purpose of conducting a needs assessment of the local PVO community and then designing a technical and financial assistance program based on the findings.

### **LATIN AMERICA**

#### 1. Development Fund

In the past PACT has allocated the largest amount of grant monies to Latin America and the Caribbean. Over the past three years, PACT's portfolio of projects numbered 35 in Latin America. At the beginning of the period, most projects involved primarily rural development approaches. In FY'85, PACT began to consolidate its project work in this region in anticipation of a greater concentration of resources in Africa. During the last three years, there has been a trend toward focussing PACT's project work in the key sectors of income generation, particularly small enterprise development, primary health care, and programs integrating women into development efforts.

Of the 21 new projects funded from 1983-85, 10 focussed on small enterprises, 6 on primary health care and 2 specifically targetted to women's concerns. Four PACT members have been key to the development of this strategy. They are AITEC (4 projects), Solidarios members (5 projects), IVS (3 projects) and Technoserve (2 projects). In the primary health care area two members, Project Concern International and Esperança, were instrumental to PACT's involvement in a cluster of health-related projects in Bolivia.

PACT funded only 4 new projects in FY'85 totalling \$185,000 as a result of its reshifting of regional priorities. The trend toward reducing Latin America's share of the overall Development Fund is evident from the figures:

<u>F.Y.</u>	<u>No. Grants (incl. refundings)</u>	<u>Amount</u>	<u>%</u>
83	19		
84	23	\$1,292,451	52%
85	16	1,315,261	44%
		894,818	40%

In geographic terms, PACT's responsiveness to members and member-related projects led it to fund projects in 16 countries. Virtually, all the funding went to projects in PACT's three major sub-regions: Caribbean (6), Central America (18), and Andean Region (18). In each of the countries where PACT has made proposals to local USAID missions, (Costa Rica, Guatemala, and Bolivia) PACT has funded projects (total of 8) which were fundamental to establishing PACT's credibility as a grant manager both with the Mission and local private development agencies.

Examples of projects illustrative of PACT's overall funding initiatives in the region include:

- The four AITEC small-scale enterprise projects using group solidarity method;
- The three PACT members' primary health care projects in Bolivia displaying different types of delivery systems;
- An IVS project of technical assistance to local artisans' groups in Bolivia to develop alternative schemes for income generation.

## 2. Consortia

PACT supported eight consortia over the past three years with grants amounting to \$73,238. Two of the consortia focus on

agencies that seek income generation among the handicapped, and four are consortia of various development organizations. One specifically focuses on health agencies and another on housing agencies. These small grants helped the consortia to provide networking services to members, train member's staff in specific skills and, in some cases, pay administrative start-up costs.

The experience PACT has gained in working with consortia is producing dividends. In the next three years, assistance to consortia will be a major part of PACT's focus, especially in the Caribbean. Working relationships already exist with CINDE (Costa Rica), ASINDES (Guatemala), FOPRIDEH (Honduras), COUNCARID (Caribbean), and HAVA (Haiti).

### 3. New Initiatives

#### Costa Rica

A two-year proposal to work with CINDE, a local PVO, in grantmaking, grant management and technical assistance has been submitted. Both PACT and Costa Rica USAID Mission are awaiting final clearance in Congress.

#### Guatemala

A two-year proposal is under review with the USAID Mission to operate a sub-grant program for PVOs working in Guatemala. The proposed program also calls for the development of a PVO umbrella organization capable of assuming grant and technical assistance program by the end of the project.

#### Bolivia

PACT completed an institutional analysis of 38 PVOs and carried out a workshop on project design, implementation and evaluation for 27 PVOs. A proposal has been submitted to the USAID Mission to operate a subgrant program with Title III local currencies.

#### Honduras

A proposal is under discussion with the local mission and FOPRIDEH in which PACT would provide technical assistance to FOPRIDEH in grantmaking procedures, program management workshops and institutional strengthening tasks.

#### Haiti

A proposal has been submitted to the USAID Mission in Haiti in response to a cable requesting assistance in analyzing changes in proposal processing procedures, and implementing workshops for local PVOs.

**ASIA**

1. Development Fund

PACT expanded significantly its work in Asia over the last three years reaching a total of 22 active projects. This expansion was closely coordinated with the programs of five PACT members: Save the Children (4 projects), Meals for Millions (2 projects), International Voluntary Services (2 projects), World Education (2 projects), and Foundation for the Peoples of the South Pacific (3 projects). The following chart illustrates the three-year funding history:

<u>FY</u>	<u>No. Grants</u> <u>(including refundings)</u>	<u>Amount</u>	<u>%</u>
83	11	\$606,846	24%
84	14	\$941,696	31%
85	16	\$675,014	30%

PACT concentrated this expansion in five countries and the South Pacific. The countries were Bangladesh (4 projects), Indonesia (4 projects), Nepal (4 projects), Sri Lanka (3 projects) and Thailand (2 projects). This consolidation provides a coherent approach to using PACT's limited resources in the region. Except for Indonesia, where members suggested PACT work directly with the strong local PVOs, this strategy has been vital to our members using their expertise in the region. Notably, three of our members are currently exploring possibilities of working in Indonesia, where PACT's current relationships can be most helpful.

In FY'85 PACT made a total of \$675,014 of grants to 16 projects. Five of these projects are basically training activities oriented to village-level community development, three of which focus on women's concerns. Four of the projects relate to primary health needs. Because of PACT's active encouragement, three of these projects specifically deal with income-generation activities. Several of the other projects including Meals for Millions' primary health and World Education's literacy training projects include significant components aimed directly at increasing the income of beneficiaries. Examples of more-focussed country approaches where PACT is funding a cluster of projects are:

Nepal - PACT is supporting a set of projects aimed at income generation, women's involvement and networking among PVOs. Two PACT members (World Education and Meals for Millions) have worked in tandem with local PVOs while PACT's support to the important national consortium, SNCC, has opened up opportunities for other PVOs prepared to work in Nepal.

Bangladesh - PACT grants to member organizations (Save the Children, International Voluntary Services) and member-referred groups (VERC, VHSS) have endeavored to make inroads in community development that involve income generation and credit schemes as well as in integrating women further into the development process.

During the latter quarter of FY'85, PACT combined the project work in Asia and Latin America under one representative primarily because of financial constraints. PACT intends to appoint an Asia representative in early 1986.

## 2. Consortia

PACT's work with Consortia in Asia advanced rapidly in FY'85. As a result of relationships established over the past three years, PACT made five grants in this fiscal year as compared to three in the two previous years. These five consortia grants required \$68,136.

The eight grants are significant in that they provide assistance to the key consortia in the five countries where PACT has developed most of its development fund projects. The grants to the Social Services National Coordinating Council of Nepal, Bina Desa/Indonesia, and the Foundation for the Peoples of the South Pacific seek to develop the overall coordination of PVOs in these two countries and the South Pacific region. Three of the other grants went to health-related consortia in Sri Lanka and Bangladesh. In this manner PACT is playing a major role in helping to strengthen the coordinating role of PVO consortia in Asian development. This approach to working with consortia also opens valuable doors for PACT and its members to the development of future programs.

## 3. New Initiatives

### Sri Lanka

PACT was awarded a contract from the AID Mission in Sri Lanka to present a workshop in January 1986 on Project Evaluation for 18 PVOs. It will enable the PACT team of three not only to do the workshop but also to reactivate some project activity in other Asian countries.

A.2. Supportive Activities Grants

The Supportive Activity Fund is used as a complementary resource to the other funding areas and functions of PACT. Through the provision of Supportive Activities Grants, PACT assists agencies to carry out such activities as program planning, evaluation, program exchanges with other agencies, and special topic-specific workshops which contribute to strengthening the institutional capabilities of PACT members and grantees and enable agencies to design, develop and replicate projects and programs. PACT uses the grants to encourage collaboration among PVOs and assist them in institution building and strengthening.

Over the past three years PACT made 152 Supportive Activities Grants totalling \$452,866. Grants have ranged in size from \$125 to a maximum of \$10,000.

In FY1985, PACT committed \$187,046 Supportive Activities funds for a total of 67 grants. The average size grant was \$2,792.

As PACT has increased its relationship with U.S. and indigenous agencies, the Supportive Activities Fund has played an important role in facilitating collaboration among a larger number of U.S. and indigenous agencies. Examples of this use of the Fund over the last three years have been funding to:

- International Voluntary Services to enable it to sponsor a Caribbean Leadership Exchange Seminar which promoted increased collaboration among local organizations in the region and identified appropriate areas for IVS technical assistance;
- OEF International for project planning activities with a local organization in Senegal leading to a longer term project relationship.
- VITA for its provision of technical assistance to the Appropriate Technology Advisory Committee in Kenya;

The area of institution building and strengthening continues to receive special PACT attention and priority. Feedback from agencies indicates that PACT assistance in the form of timely, flexible, cost sharing grants has proven an invaluable resource as agencies build capacity and expand capabilities and programs. Grants to dozens of agencies have enabled them to co-sponsor or participate in a variety of seminars and workshops specifically designed to improve capabilities in project planning, credit management, evaluation, technology transfer, and assistance to micro-enterprises. For example:

- a grant to the Pan American Development Foundation helped them provide capacity building seminars for the local National Development Foundations in the Caribbean;
- support to CONGAT in Togo enabled the sponsorship of a workshop on employment generation projects in sub-Sahara Africa;

Regionally, the percentage spread of Supportive Activities grants has closely tracked the proportion of funding provided through the Development Fund. The greatest amount of resources has been allocated to agencies working in Latin America. In keeping with PACT's priority to place increased emphasis on funding initiatives in Africa, 1985 was an important year for promoting increased project planning in the region. Illustrative of this effort were grants to Project Concern and Esperanca for feasibility studies and planning activities in the Sudan and Guinea Bissau respectively.

Keeping in mind the function of Supportive Activities Grants as a complementary resource to the other functions and foci of PACT, under the terms of the new Cooperative Agreement, PACT is placing priority on making Supportive Activities funds available to:

- encourage agencies to plan projects that will more fully integrate women into the development process;
- increase project activity in Africa;
- strengthen and broaden institutional capacity;
- promote consortium building.

### A.3. PACT/APPLE Computer Grants Program

Under a special grant from Apple Computer Inc., PACT launched the PACT/Apple Computer Grants program in February 1985. The goal of the program is to increase the efficiency and effectiveness of PVO field operations.

Apple Computer has committed in principle 150 computers valued at \$340,000 during 1985-87 of which 50 have been delivered to date. (See Attachment E)

In addition, Apple provides:

- shipping costs
- staff time for training of trainers
- technical assistance to PACT and PACT/Apple Grantees

PACT role is to:

- evaluate the needs of potential computer grant recipients
- select appropriate grantees
- design and implement a training program
- design and implement an ongoing evaluation to insure program effectiveness.

A PACT Advisory Committee consisting of representatives from among PACT member agencies was formed to provide advice, counsel, and assistance in technical areas and training.

PACT is also investigating offering regional training workshops in computer use for grantees. Where possible, PACT plans to combine its efforts with those of its members working in related fields. A proposal for support for training and evaluation has been submitted to the Fund for Multinational Management Education (FMME). A response is expected by March 1986.

Receipt of the next 100 computers is contingent on PACT carrying out an interim evaluation. The evaluation is designed to assess problems in putting computers in place (shipping, customs, delivery, technical), computer use and training needs.

B. Learning and Linkages Activities

During the grant period, the activities of the Learning and Linkages Program have included:

1. Small Enterprise Development

a. Small Enterprise Evaluation Project

The Small Enterprise Evaluation Project (SEEP) was launched in July 1985 with the receipt of a grant from the PVC office and the hiring of Ms. Elaine Edgcomb and Dr. Shirley Buzzard as Program Coordinator and Technical Coordinator respectively.

The major output of the fifteen-month program will be the publication of a sourcebook on approaches to evaluating small enterprise projects. In addition to preparation of the sourcebook, the program includes a series of meetings on aspects of small enterprise development, a newsletter for sharing information on small enterprise, and field testing by participating agencies of evaluation approaches.

Consultations were held with individual PVOs during the summer and the inaugural meeting of all participating agencies was convened on September 26. Writing of the sourcebook by participants will continue through March, leading to field testing of the sourcebook in spring 1986.

Twenty-eight PVOs are participating in the project. Oversight of the project is provided by a Steering Committee of six representatives of PVOs.

b. Solidarity Group Interchange

During FY 1985, staff prepared for a December 1985 meeting of eight PVOs in Latin America that have been implementing programs using the solidarity group credit methodology. PACT has helped to start these programs and a PACT member, AITEC, has provided technical assistance to them.

Postscript: At the December 1 - 7 meeting held in Bogota, Colombia, the agencies reviewed their experiences with credit policies, training, and evaluation. As a product of the workshop, PACT is documenting the lessons learned to date in these projects. The publication is intended to serve as a guide for organizations interested in implementing or funding this type of program approach.

The eight agencies have also decided to continue the process of interchange and to focus their efforts initially on questions of evaluating the impact of their projects.

2. Women in PVO Projects

During FY1985, PACT and its members engaged in a year-long examination of the role of women in PVO projects and of the actions that PACT could take to promote the involvement of women in the projects it funds. The process culminated in the adoption by the PACT Board of policy changes designed to ensure the involvement of women in projects.

The steps in this process included:

- a. Preparation of a discussion paper by consultant Judith Helzner entitled, "Women, Information, and Project Effectiveness: A Review of PACT Files" (Attachment F)

- b. Sponsorship of a workshop on November 29-30, 1984 for PACT staff, member agencies, and Board members on the topic: "Women and PVO Projects: What are we doing? What are we learning? Where are we going?" The second day of the workshop consisted of a session to draft recommendations for submission to the PACT Board.
- c. Adoption by the Board of Directors in December 1984 of the following policy statement:

PACT's goal statement implies a commitment by PACT and its members to projects that consider women as integral to the development process. PACT believes that PVO projects should explicitly reflect this commitment. PACT will play a leadership role by assisting agencies to examine the participation of and benefits to women in their projects.
- d. Appointment by the Board of an Advisory Committee charged with developing recommendations on specific actions for implementing the new policy statement.
- e. Adoption by the Board in June 1985 of changes proposed by the Advisory Committee in the PACT Funding Guidelines. (Attachment G)
- f. The Advisory Committee has also recommended additional actions to implement the new guidelines. These include: technical assistance to agencies, documentation of PVO strategies for involving women in projects, use of Supportive Activities grants for planning and evaluating the participation of and benefits to women, and training sessions for program staff of agencies.

PACT is working with agencies on a one-to-one basis and is also organizing training and workshop activities to increase the awareness of PVOs to this issue. At the July 1985 Nairobi Conference on Women, PACT sponsored a meeting of PACT members and grantees and also provided Supportive Activities grants to agencies to cover partial costs of sending 12 representatives, primarily from Third World countries, to the Conference. Plans are being made to hold training workshops in Africa and the U.S.

### 3. Role of consortia in developing countries.

The report on PACT's 1984 Consultation on Consortia was published in January 1985 and distributed to PACT members, consortia in Africa, Asia, Latin America, and other PVOs and development assistance organizations.

The Consultation on Consortia, held June 18 - 21, 1984, in Stony Point, New York, brought together 12 consortia from Africa, Asia, and Latin America. Three of the twelve were PACT members and a majority of the others had received PACT consortia grants. International Voluntary Services, Goodwill, and Foundation for the Peoples of the South Pacific participated as representatives of U.S.-based members. PACT members and other development assistance organizations met with the consortia representatives at the final session.

The consultation was convened as a follow-up to the three reports on consortia in Africa, Asia, and Latin America commissioned by PACT over the past three years.

Discussions at Stony Point focussed on the viability of consortia, membership issues, and relationships with funders and governments.

The consultation is judged by PACT to have been a useful undertaking on several levels:

- o It created relationships among participants that we expect will continue and will lead to joint activities.
- o It increased the awareness among U.S.-based PVOs of the roles played by Third World consortia.
- o The conclusions and recommendations have been useful to PACT in its management of the Consortia Grants Program.
- o The preparatory meeting organized by PACT in Bangladesh demonstrated the networking role that PACT can play overseas.

#### African follow-up to the consultation

PACT has indicated its willingness to provide support to African consortia for (1) an up-to-date survey of consortia and other PVO groupings in African countries; and (2) a regional conference to be held in Africa of African consortia. Discussions have been held with leaders of several consortia who are now preparing a proposal.

#### Sri Lanka Publication

The Sri Lanka Non-Governmental Organizations' Council for Water Supply and Sanitation Decade Service has published the information gathered for the PACT study of consortia in Sri Lanka in a book which is being distributed in Sri Lanka and abroad.

4. Strengthening Organizations for Development

PACT is sponsoring a Learning Group program in Latin America for agencies to investigate and experiment with ways to increase their effectiveness.

The program grew out of a series of meetings and discussions among PACT and its U.S.-based members. These included:

- A PACT workshop with David Korten, Regional Advisor on Development Management to AID, in April 1984 on "Institution Building and the Project Process" that included discussion of the implications for the work of PACT and its members of their commitment to strengthen local organizations.
- interviews with U.S.-based PVOs by Dr. Farzam Arbab, a PACT Director and the founder and director of FUNDAEC in Colombia, a PACT member agency. The interviews were conducted to determine the issues related to "strengthening organizations" that concerned the members and the interest among the membership in participating in a learning process about strengthening organizations.
- a follow-up workshop with David Korten in April 1985 to discuss approaches to designing a learning program.

The learning program is directed by Dr. Arbab and currently involves nine members and grantees in Ecuador, Colombia, Honduras, Panama, Guatemala, and Costa Rica. Activities of the first phase include:

1. The preparation of a report by each agency on its growth and the major issues/challenges it faces;
2. a series of exchange visits among the agencies to review the reports; and
3. a workshop in April 1986 in Costa Rica to synthesize existing learnings and to determine the focus and framework of longer-term documentation projects.

Asia and Africa. PACT is working with a consortium in Sri Lanka and a PACT member in Zimbabwe to design learning programs in those countries that will involve PVOs in training, research, and experimentation aimed at new approaches to development.

5. Extending Benefits of PVO Projects

PVOs are increasingly being challenged to find ways of extending the benefits of small-scale development projects to larger geographical areas and populations. While individual PVOs are experimenting with new strategies, as a community we have done little to analyze that experience, share it among ourselves, or disseminate it to other organizations.

As a first step in a community response, PACT is conducting interviews with 15-20 PVOs to gather information on:

- a. Strategies PVOs are using to extend small-scale projects to larger populations;
- b. Examples of PVO projects that have been extended to larger populations; and
- c. Ways that the PVO community can analyze, document, and disseminate these experiences.

The information and ideas gathered will be shared with PVOs and will be used by PACT and, PACT hopes, other PVOs for planning further responses to this challenge. PACT anticipates that the survey and other resulting products will be of interest as well to other development assistance organizations.

6. Sustainable Productive Technologies in Africa

PACT is collaborating with Appropriate Technology International on the planning and implementation of a workshop in West Africa on technologies for food production. PACT will have particular responsibility for identifying PVO participation in the workshop. The activity fits with PACT priorities of West Africa, women, food production, and institutional strengthening.

7. Documentation Grants

The purpose of the Documentation Fund is to assist PACT, its members, and its grantees to analyze, summarize and generalize their experience in order to identify lessons that will be of interest to other PVOs and the larger development community.

While PACT routinely assists agencies to conduct evaluations of funded projects, the Documentation Fund marks the first time the consortium has made resources available for agencies to go beyond project evaluation and concentrate on the lessons of their experience.

In developing the fund, PACT was assisted by a committee of six member agency representatives and three persons not affiliated with PACT.

During FY1985, PACT made grants to eight agencies. (A listing of the grants is in Attachment H). Work is in progress by each of the eight agencies. PACT will host a meeting of the recipients in 1986 to discuss experience with the grants and the dissemination and use of the findings.

#### IV. LESSONS LEARNED AND IMPLICATIONS

PACT's process of monitoring and evaluation of field projects has been used to identify experiences and lessons about specific projects. In the past two years, PACT has instituted a variety of additional activities, under the Learning and Linkages Program, designed to assist PACT and its members to generalize lessons among projects and to apply those lessons to their future programs.

Initial activities are focussed on small enterprise, women in PVO projects, institutional strengthening, and consortia. The following sections describe both the processes PACT is implementing and some of the initial lessons that have emerged. During the period of the new Cooperative Agreement, PACT will continue work on each of these issues and will initiate efforts in additional areas, such as primary health care.

##### A. Small Scale Enterprise

During FY85, PACT began an effort to systematically assess its support to small-scale enterprise projects. Since the early 1970's, PACT has been funding income-generating projects and over the last three years has accumulated considerable experience and data in this area especially within the Latin American context.

In supporting these efforts, several lessons emerge which will be useful for PACT and other donors in their future funding activities. The most important of these is that the urban poor can be a good credit risk. PACT support to credit programs directed toward the poorest entrepreneurs working in the informal economy has shown this to be the case. While banks throughout the region, which lend mostly to medium-size and large businesses, are having to deal with non-performing loans that represent between 20% and 30% of their credit portfolio, late payment rates in PACT-supported projects are usually less than 10%. Outright defaults are less, representing in all cases no more than 4% of the projects' portfolios.

One of the most interesting lessons to come out of PACT's support for urban credit programs (in Colombia) has to do with savings among beneficiaries. A widely accepted myth is that the very poor urban dweller cannot save even if his/her business is improving. Four Colombian institutions require loan recipients to maintain a minimum level of savings as a condition for participating in the program. In all cases the beneficiaries, mostly very poor street and market vendors, as

well as home-based producers of both consumer and some capital goods, are saving substantially more than is required. A savings habit seems to be a function of training in managing family income and in business administration.

Much has also been learned from urban credit programs in the area of training. From previous experience with projects that give too much emphasis to formal business training as a prerequisite for credit, it is apparent that such an approach tends to weed out the poorest micro-entrepreneurs. Those who can take advantage of this training to improve their businesses tend to be better educated and come from the upper stratum of micro-entrepreneurs. Training is, however, important in all programs. It seems to work more effectively when working with the very poor, however, when provided at the same time as the loans. Beneficiaries learn by applying the credit and periodic but short training sessions reinforce their developing business skills.

PACT-supported urban credit projects have also shown that the poor can pay commercial interest rates, abandoning the paternalistic practice of subsidizing micro-enterprise development. Not only does this approach respect the dignity of the entrepreneurs and prepare them gradually to deal with established lending institutions, but has allowed most of the projects to become operationally self-financing in relatively short periods of time. In the case of the Fundacion Ecuatoriana de Desarrollo, which is implementing both individual and "solidarity groups" credit programs in Quito, operational self-sufficiency has been reached in 11 months.

#### Solidarity Groups

One of the major risks taken by PACT as a funder in the last few years was to become involved with several urban credit programs that provide loans to "solidarity groups" of three to five urban entrepreneurs without a physical guarantee. The data suggests this innovative approach has been successful. It allows the institutions to reach the poorer sectors of the informal economy with a line of credit which, in turn, provides a series of short-term loans for working capital.

There are several features that make the "solidarity groups" strategy suitable for reaching the urban poor through small-scale enterprise development programs:

First, the terms and conditions for credit reflect the economic environment of beneficiaries. In most cases they must turn around their working capital on a daily or weekly basis. The short term loans and frequent amortizations fit this pattern.

Second, the short term loans permit a low credit exposure vis-a-vis each group. Should default occur on one loan the impact on the project in terms of decapitalization is fairly insignificant.

Third, the low and graduated amounts of credit assure that the borrower will not get in over his/her head.

Fourth, this type of project offers a line of credit which provides a positive incentive for repayment since loans are renewed.

Fifth, the savings program allows for loans for family emergencies so that the beneficiary does not have to decapitalize his/her enterprise in such cases.

Sixth, the majority of beneficiaries are female heads of household who usually invest their earnings wisely to improve family conditions.

Other features include the development of a savings habit (planning for the future), the promotion of mutual self-help activities within and among solidarity groups, the group guarantee of loans which keeps individual default rates low, and a training strategy that emphasizes "learning by doing".

### Rural Enterprise

Successful rural small-scale enterprise projects supported by PACT have common features. They included a) a reliable marketing system, b) technical assistance in both the production process and quality control, c) broad community participation in the productive enterprise and d) training programs which give as much importance to community development and cooperative subjects as to technical and business skills. In Ecuador, the Fondo Ecuatoriano Populorum Progressio (FEPP) found that its rural cheese-making enterprises functioned well only when all the above elements were included in rural campesino communities.

In both rural and urban small-scale enterprise projects, the importance of promoting beneficiary organizations is evident. In the FEPP case, the cheese-making enterprises operating successfully were those that were run by democratic community organizations in which all village members were active participants. During a recent PACT-sponsored conference of "solidarity group" programs held in Bogota which included participants from 13 implementing Latin American institutions from Ecuador, Colombia, the Dominican Republic, Honduras and

Peru, a major conclusion was that the "solidarity group" of three to five micro-entrepreneurs is a first attempt to organize informal sector business owners. Based on an experience in Cartagena, it was recommended that a wider micro-enterprise organization should be promoted by each program using "solidarity groups" as building blocks for this effort.

#### Implications for Institutional Strengthening

Almost without exception, the urban credit programs that have received support from PACT have profoundly changed the local PVOS implementing them. Accion Comunitaria and Asociacion para el Desarrollo e Integracion de la Mujer (ADIM) in Peru as well as Women's World Banking (WWB) and CIDES in Colombia have all found it necessary to adjust institutional objectives, priorities, governing systems and personnel policies as a result of the requirements of their small-scale business programs. In all cases, this has resulted in more open participatory institutions with vastly improved monitoring, information management and evaluation capabilities. In the case of ADIM and WWB, two institutions formerly run on a volunteer basis and with limited project implementation capabilities, both agencies are now very professional organizations reaching effectively thousands of low-income urban dwellers.

The "solidarity group" approach is particularly adaptable to replication. A first experiment with this methodology that grew out of the AID-sponsored PISCES research project carried out by a PACT member agency was successfully replicated with few changes in Colombia (eight programs), Ecuador (two programs), Peru (two programs), Honduras (one program), and, more recently, in Paraguay.

The Learning and Linkages Program has sponsored a number of activities in the micro enterprise area. Small Enterprise Evaluation Project (SEEP) is currently putting together a source book for the evaluation of these types of activities using the documentation from the Solidarity interchange and the work of the SEEP, PACT will be disseminating the lessons to other organizations interested in implementing SSE projects in Africa and Asia.

B. Women and PVO Projects

The study conducted by PACT in 1984 entitled, "Women, Information, and Project Effectiveness: A Review of PACT Files" used the PACT files to draw observations about what PVOs were doing for and with women in projects. The study found that although virtually all PACT-funded projects involved women, the written materials contained little information about the nature and results of their involvement. It recommended that there should be more concerted action and analysis concerning:

- women's participation in planning and decision-making;
- women's direct access to benefits; and
- the impact of project activities on women's lives.

The changes in the funding guidelines adopted by the Board of Directors in June 1985, by requiring specific reporting on the involvement of women, including disaggregated data by gender, will provide the basis for PACT and its members to learn more systematically about benefitting women. With documentation grants, PACT is also encouraging agencies to analyze their strategies with women.

An area in which PACT has considerable experience and the basis for drawing lessons is income-generating projects. Current projects point to the importance of involving women in income-generating activities as a key means of incorporating them into wider socio-economic development efforts. For example, a PACT-funded Save the Children project in Colombia shows that one of the ingredients of improving female socio-economic conditions and community status is the use of income-generating activities as the basis for developing organizational structures which women control and that serve their perceived needs. ADIM in Peru has shown that urban women receiving training on subjects dealing with women's legal rights, parental responsibility, primary health care and community development are more likely to participate successfully in a project which offers credit and business management assistance.

Some small enterprise projects that did not target women have been found to be reaching more women than men. This is because women are among the poorest entrepreneurs in the informal sectors of the economy, often supporting a family through street and market vending activities. Once "solidarity group" credit programs began seeking ways of reaching the poorest entrepreneurs, agencies found that between 50% and 70% of their

beneficiaries were women and who, in many cases, were single heads of households. It was also found that late payment and default rates were lower among female than among male beneficiaries.

Further analysis and documentation by PVOs of these and other lessons will result from the new funding guidelines and emphasis placed on the issue by the Board of Directors.

C. Institutional Strengthening

The effectiveness of PVOs, and in particular the strengthening of local organizations, is a central concern of PACT. After a review of PACT and its operations, the PACT Board of Directors concluded in 1983 that the PACT goal statement should contain a more explicit reference to the commitment of PVOs to support and foster "local organizations' increased strength and self-sufficiency". This statement reflected the finding from PACT projects that to be effective, PVOs had to work not only with local partner agencies but had to do so in ways that would strengthen the capabilities of those partners. It was not enough merely to achieve short-term project outputs.

A second lesson from experience was that funding alone will not strengthen an organization: having the financial resources to carry out a program is but one of the elements necessary to become an effective agent of change. Other key elements range from leadership to management systems to rapport with beneficiaries.

To respond to institutional needs, as opposed to the requirements of a single project activity, requires flexibility on the part of PVOs and donors. It also requires a variety of types of assistance:

- workshops and seminars
- flexible program support as well as specific project support
- technical training
- management assistance
- sharing among agencies of techniques and methodologies
- guidelines to promote attention to development approaches (e.g., women)
- institutional analyses and evaluations

Since 1983 PACT has made significant changes in its operations to provide the more varied and flexible forms of assistance required for strengthening organizations. These include:

- revision of the PACT funding guidelines to include a category of Program Funding in addition to PACT's previous concentration on funding of individual field-level projects;
- increased emphasis in project planning and selection on institutional strengths and weaknesses;
- training courses for PVOs on evaluation and project management;
- adoption of policies regarding the relationship of women to program effectiveness;
- organization of programs, such as the solidarity group interchange and Latin American learning group, to provide a formal structure for agency-to-agency learning;
- use of Supportive Activities grants to fund management and technical assistance for agencies;
- initiation of a concerted effort (see the description of Mali Initiative) to assist US-based PVOs to work with local organizations in an area where there is limited activity by each;
- provision of Documentation Grants to agencies to analyze and document their strategies;

#### Learning Activities

As a complement to the organizational changes already made, the Learning Program in Latin America and similar efforts planned in Africa and Asia are designed to increase the understanding among PVOs and PACT about ways to increase institutional effectiveness. The survey of U.S. PVOs on extending benefits of micro projects is designed to focus attention on an important element in PVO strategies. PACT anticipates it will lead to follow-up activities that will produce useful learnings for PVOs and other development assistance organizations.

D. Consortia

PACT, as a consortium, has been particularly interested in supporting the growth and development of local consortia. Since 1981, grants have been provided to groups in Africa, Asia, and Latin America.

The Consortia Grants Fund was started to respond to the needs of PACT member and other consortia. At the same time, PACT realized that there was little existing information about consortia, their actual and potential roles, or their needs. To address this lack, PACT commissioned three surveys of consortia:

1. PVO Consortia in Africa by Alan T. Miller, 1981.
2. The Consortia Experience of Private Development Organizations in Latin America by Douglas Hellinger, 1983.
3. Voluntary Resource Organizations in South Asia: Investigative Summary by Chris Srinivasan, 1984.

The surveys have been distributed both in the U.S. and abroad and have provided useful profiles of existing organizations as well as conclusions about the roles and needs of consortia in the three regions. Each of the reports also contained recommendations for PACT's program of support to consortia.

The 1984 PACT Consultation on Consortia produced recommendations on the following topics:

- How to establish the viability of a consortia and give it an appropriate scale and pace of growth;
- How to strengthen membership;
- How to maintain a balance between the needs of members and the needs of consortia; and
- How to establish constructive relationships with outside institutions.

Among specific conclusions are that:

- 1) The creation of consortia cannot be done by an outside agency. It must be a "bottom up" effort by interested local institutions which share specific needs.

- 2) Inappropriate external funding is the major threat to the viability of a consortium.
- 3) Consortia members must have agreement on development principles if the organization is to work effectively.
- 4) Collaboration in field-level activities by member agencies significantly improves the effectiveness of the consortium.
- 5) Building an effective consortium usually takes time and implies a painful process of compromising on vested interests of the agencies for the good of the organization.
- 6) The most effective consortia are often sector specific (i.e. primary health care, rural development, credit, urban small-scale enterprise, etc.)
- 7) U.S.-based PVOs should work with local consortia to strengthen the services they provide their members.

A copy of the report on the Consultation is attached.  
(Attachment I)

V. MANAGEMENT

A. Support Functions and Staff Resources to meet PACT Goal and Activities

1985 was a year of reducing and shifting staff to meet the changing needs and priorities of PACT. PACT dropped one and a half secretarial positions through the broader use of word processing and the judicious use of temps. The Learning and Linkages Program was consolidated under one senior staff person directing limited consultancies, whereas previously, it had two senior staff persons and a 3/4 time consultant. Due to funding restraints, PACT was forced to temporarily combine the Asia Representative and the LA positions in order to fulfill our commitment to reduce the volume of projects and grants in Latin America and to reduce costs.

Our intention to expand in Africa was made real by hiring a Senior Associate consultant to devote 50% of his time to Francophone Africa and developing new initiatives in Africa.

These changes took place at a time when we were not only maintaining previously begun programs but also at a time when PACT was undertaking new programs and initiatives for the Missions in Latin America (Costa Rica, Bolivia, and Guatemala); for PVC on Small Business Enterprise; and presently the Sri Lanka Mission on programming and evaluation.

In undertaking the new initiatives, PACT has been careful to utilize current staff wherever possible, thus freeing up the PVC grant and Cooperative Agreement funds to pursue programs that would not have been a possible otherwise. We have also combined travel and consultancies to keep costs to the minimum for all programs.

B. Additional Technical and Support Assistance

Over the years, PACT has cultivated a number of individuals who have worked with the organization on a variety of assignments. These consultants include previous staff members, as well as individuals who have known PACT from slightly different perspectives, such as former member agency staff, former Project Selection Committee members, etc. We have been fortunate to be able to call on these "Associates" to either increase our work in a particular area (as indicated above in building up our efforts in francophone Africa) or to fill in gaps when additional programs are undertaken. These "Associates" have enabled PACT to respond effectively and in a timely manner to opportunities that present themselves and PACT considers them an invaluable resource.

PACT purchased an ALTOS computer system in February 1984. This system is now in full operation with six work stations which are in constant use. Word processing has become an essential office tool which facilitates the editing of reports, grant agreements, and correspondence by limited number of personnel. The spreadsheet software is used for various bookkeeping purposes as well as grants management reports which require constant updating. Another time-saving software application is the database management system. PACT is currently running three database programs - health insurance program for monthly billing to participants, mailing list, and grants management. The grants management system, which has just been completed, will allow PACT to extract more easily many combinations of data both for AID reports, Board reports, funding analysis, and as an accurate and organized information source on PACT's funding activities to date.

### C. Monitoring and Evaluation

One of the primary functions undertaken by the PACT staff related to the management of the Development Fund is that of monitoring and evaluating the grant activities of approved projects and programs. This is carried out in a number of formal and informal manners.

In the formal sense, PACT regional representatives and other staff and consultants utilize a variety of mechanisms in order to maintain an up-to-date, informed picture of its subgrants: periodic written reports, both narrative and financial; on-site field visits; audits; and internal and external evaluations.

All grant recipients are required to provide PACT with timely, periodic reports which give a concise overview of the past activities and future plans. The accompanying financial reports set out the actual costs by expense category, and compare them to the proposed budget amounts for these same line items.

The Regional Representatives for PACT attempt to schedule visits to each one of the project sites, at least, once a year for the purpose of reviewing the accomplishments and problem areas with both the project holders, and in some cases, the beneficiaries themselves. In many instances, this on-site consultation coincides with the anniversary of funding and the solicitation of support for subsequent years.

Project holders are also obligated to provide PACT with project-specific audit information on an annual basis. For some projects, this results in a separate audit of the grant, and at other times, the audit of the PACT grant is included with the agency's overall report.

In addition to these means of monitoring, PACT staff also relies on formal evaluation reports, contracted by both PACT and other donor agencies, that are both internal and external in nature. The PACT Learning and Linkages Program, described elsewhere in this report, many times takes the lead in determining which set of projects are to be more intensely studied and documented.

On an informal basis, PACT staff further utilizes contacts made at workshops, seminars and other gatherings to obtain feedback and useful information regarding specific projects.

Likewise, there are two other elements that form an integral part of the monitoring and evaluation component of PACT's oversight function. These are embodied in the Project Selection Committee and the Program Committee.

The Project Selection Committee, in addition to meeting regularly to review and select the projects to be funded by PACT, also acts as a check and balance to help ensure that PACT is remaining faithful to its overall goal and purpose statements. By means of its review of requests for refunding, it further adds to the monitoring and evaluation process of projects.

The Program Committee of the PACT Board, which meets on an ad hoc basis, has the responsibility for oversight of the PACT criteria, guidelines and processes for funding, and must therefore be informed in a general sense regarding the content and progress of the projects and programs funded by PACT.

#### D. Fundraising Plan

During the grant period, PACT received renewed support from previous private sector donors and initiated one new project with a major U.S. corporation. Donors included Morgan Guaranty Trust Co., Rockefeller Brothers Fund, Syntex Corporation, Arthur Anderson & Co., and the Permanent Mission of Spain to the United Nations.

The major focus of activity has been an examination and redefinition of the possibilities of receiving significant increased funding from the private sector. This examination has resulted in a revitalized fundraising program, begun in September 1985.

From this examination, PACT determined that its future fundraising efforts should be directed to seeking specific funding for projects which usually fall beyond the scope of the individual fieldwork-oriented PVOs.

Examples of areas where PACT intends to seek support include:

- pre-planning, investigation and coordination of opportunities for multiple PVO cooperation in specific geographic areas;
- post-project recording, evaluation and dissemination of field work experience;
- institutional support of indigenous PVOs who cannot receive American private sector funding directly.

#### E. Role of Board of Directors

The Board of Directors of PACT, which is made up of the representatives of the member agencies, plus 8-10 additional persons serving in their individual capacities, met twice during the reporting period -- December 6, 1984 and June 20, 1985.

In addition to carrying out the normal business of the Board, e.g. overseeing financial matters, setting policy for programs and managing personnel, the Board on December 6, 1984 elected Ambassador Thomas R. Byrne to be the new Executive Director of PACT effective January 1, 1985. The Board also named several Ad Hoc Committees to deal with issues of interest to the membership. These included questions of Governance, Membership, Women in Development and the Africa Strategy. A report on these activities is presented in the following section.

The Executive Committee, an active committee made up of seven members from the full Board, met four times in the interim between Board meetings and took actions on behalf of the full Board. A copy of the actions is contained in Attachment J.

#### F. Committee Reports

Several ad hoc Committees of the Board of Directors have dealt with issues of particular importance to the organization's makeup and thrust. A summary of the actions taken by these groups are outlined below:

##### Governance Committee

Noting the unwieldy nature of the decision making process caused by a large and growing Board, a Governance Committee, a special task force, was appointed and after a review made recommendations for modifications of the present system. A new plan was presented to and approved by the Board at the December 3, 1985 meeting. (See Attachment K)

### Membership Committee

As a parallel action to that of the Governance Committee, the Board also felt that it would be important to take a new look at the membership policy of PACT in order to ensure that it was in keeping with the realities of the organizational makeup and financial capabilities. The Membership thus worked in close collaboration with the Governance Committee.

At the December 1984 Board meeting, the PACT Board approved as new members, Esperanca, Helen Keller International, and Fondo Ecuatoriano Populorum Progreso (FEPP). More recently, the Membership Committee reviewed and recommended for membership CARE, Fundacion para la Educacion Superior (FES) and the Experiment in International Living. These actions bring the total number of members to 27.

An Advisory Committee on Development and Women and an African Strategy Committee also appointed by the Board are treated separately in other sections of this report.

### G. Project Selection Committee

The Project Selection Committee, a standing committee of seven persons who are elected by the Board from outside of the PACT membership, meets 3-4 times a year to review and select projects for funding. The Committee also convened an extraordinary session to review with staff particular themes and strategies as they relate to funding. A statistical report on their activities has been presented in a previous section. On an annual basis, the PSC Chairperson makes a report to the full Board. The Committee for the past year consisted of the following:

#### 1984-1985 Project Selection Committee

- Gerald Malovany (Chairperson) - Senior Economist for Latin America, Inter-American Development Bank
- John Thomas - Development Economist, Harvard Institute for International Development and the Kennedy School of Government
- Deborah Harding - Consultant on Africa and WID
- Timothy Lind - Co-Secretary for Africa, Mennonite Central Committee
- Sayyid Karim - UNDP Consultant for evaluation of projects in Asia and Africa

Shirley Lue - Consultant to Rockefeller Foundation on Southern Africa and micro-development programs

Jack Vaughn - Consultant, Development Associates

Three new members have been elected for the 1985-86 period:

Sally Yudelman - ODC and ICRD Joint Fellow. Former Vice President of Inter American Foundation

Robert Culbertson - Consultant, Development Associates. Formerly AID Development Officer

May Rihani - Senior Associate, Creative Associates. World Bank Consultant

VI. FINANCIAL NARRATIVE REPORT

PACT spent 65.3 percent of the \$11,320,401 AID grant on Project Fund Grants, 9 percent on Supportive Activities, Consortia, and Documentations grants and related programs and 25.7 percent on Operating Costs. A considerable portion of the Operating Costs could more accurately be termed programmatic costs, (i.e. resources devoted to organizing workshops, giving technical assistance, reviewing projects, etc).

To date, over \$5,027,658 in non-US Government matching monies have been committed to PACT projects and programs for this grant. An estimated \$2,000,000 more will be leveraged over the remaining period of the grant. While this is approximately \$2,000,000 short of the estimate given at the outset of the grant, it nevertheless represents an extraordinary financial commitment of private funds. An additional \$218,254 in private funds were raised by PACT to help pay for operating expenses, SA grants and related programs.

The distribution between Project Fund, Supportive Activity, Consortia, and Documentation grants is slightly different from that which was originally projected (PF Grants is slightly less, SA grants and programs more). This difference is due in large part to the new category of documentation grants that evolved during the third year of the grant, which had not been envisioned when the financial plan was drafted. Expense line item totals were very close to estimates.

PACT believes that it has spent the \$11,320,401 effectively and well on grants and programs that help further the objectives that PACT and AID originally set out. The program has benefitted greatly from the flexibility that was built into the PACT AID partnership: a dynamic and effective program are the result.

Actual Costs compared with PACT Illustrative Financial Plan

	Budget	Actual*
I. Project Fund Grants		
Non-AID (Match)	8,158,000	4,235,892
AID	7,615,401	7,387,585
Total	15,773,401	11,623,477
II. Supportive Act. Grants & Programs		
Non-AID (Match)	800,000	791,766
Private	125,000	128,704
AID	885,000	1,020,154
Total	1,810,000	1,940,624
III. Operating Expenses		
Private	136,000	89,550
AID	2,820,000	2,912,662
Total	2,956,000	3,002,212
TOTALS		
Non-AID Match	8,958,000	5,027,658
Private	261,000	218,254
AID	11,320,401	11,320,401
Total	20,539,401	16,566,313

\* Figures do not include a \$120,930 add-on to our grant. A subgrant of \$100,000 will be spent between November 1985 and December 1986. The \$20,930 represents overhead expenditures during the period of this subgrant.

AID Budget by Line Item\*

Line Item	Budget	-----Actual-----		
		AID	Other	Total
Salaries & Benefits	1,790,000	1,684,523	39,996	1,724,519
Occupancy	160,000	165,433		165,433
Office Supplies & Exp.	203,000	209,422		209,422
Automation	39,000	32,697	2,600	35,297
Furn. & Equip.	18,000	15,330		15,330
Professional fees	180,000	263,112	1,925	265,037
Travel	345,000	341,313		341,313
Meetings	160,000	145,722		145,722
Publications	30,000	39,642		39,642
Other	31,000	15,468	45,029	60,497
Total	2,956,000	2,912,662	89,550	3,002,212
AID	2,820,000		2,912,662	
PACT	136,000		89,550	
Total	2,956,000		3,002,212	

\* Figures do not include \$120,930 add-on to our grant. A subgrant of \$100,000 will be spent between November 1985 and December 1986. The \$20,930 represents overhead expenditures during the period of of this subgrant.

**PACT MEMBER AGENCIES**

**WHO THEY ARE and WHAT THEY DO**

**ACCION INTERNATIONAL/AITEC**

1385 Cambridge Street, Cambridge, MA 02139  
(617) 492-4930

Organizes and provides technical assistance to rural and urban socioeconomic development programs in Latin America. Through its division, AITEC, provides technical assistance to integrated regional rural development programs and management training and advisory services, in conjunction with credit extension, to stimulate micro-businesses in urban and rural areas.

**CARE**

660 First Avenue, New York, NY 10016  
(212) 686-3110

The objectives of CARE are to assist the poor of the developing world to achieve sustained improvement in their lives, and to offer relief in times of crises when there is acute suffering and life is threatened. Its objectives of policy on food assistance are to promote and contribute to its most effective use and to ensure that food aid projects are undertaken in a way and under conditions that are most likely to produce positive results.

**CONSEIL DES ORGANISMES NON GOUVERNEMENTAUX EN ACTIVITE AU TOGO (CONGAT)**

1, rue Marechal Foch, B.P. 1857, Lome, Togo

CONGAT, a consortium of 22 private development agencies, seeks to maximize the impact of its member agencies on the national development of Togo through inter-agency collaboration, primarily in the areas of water resource development, rural development, industrial development, social development, and the development of complementary services.

**ESPERANCA**

1911 West Earll Drive, Phoenix, AZ 85015  
(602) 252-7772

Cooperates with the long range medical goals of the Brazilian Government to expand its health services to the interior. Assistance includes visiting surgical teams, public health education, clinic and hospital boat, internship program with the Federal University of Para in which senior medical and dental students work in rotation in clinics to provide additional health services, nutrition program, and a medical auxiliary training program in villages. Programs currently expanded into Bolivia and Guinea-Bissau.

**THE EXPERIMENT IN INTERNATIONAL LIVING**

Kipling Road, Brattleboro, VT 05301 0676  
(802) 257-0326, (802) 257-7751

Operates the School for International Training which conducts academic programs and training projects at both graduate and undergraduate levels specifically to prepare U.S. and foreign nationals for development assistance careers with voluntary organizations. The Experiment is a major trainer of Peace Corps Volunteers and arranges international travel, study and homestay for U.S. and foreign students through its cross-cultural exchange program in 36 countries. EIL anticipates implementing an overseas rural development training program for youth of developing countries. The Experiment is the U.S. member of an international movement with offices and representatives in more than 65 countries.

**FONDO ECUATORIANO POPULORUM PROGRESSO (FEPP)**

Calle Mallorca 427, Apartado 5202, Quito, Ecuador  
529372

Promotes the integral development of the small farmer and low income urban dwellers through financial and technical support for income generating projects. Principal activities include the promotion of credit, training and technical assistance to organized, community-based groups.

**FOUNDATION FOR THE PEOPLES OF THE SOUTH PACIFIC**

Pacific House, P.O. Box 727, 2-12 West Park Avenue, Long Beach,  
(516) 432-3563 New York 11561

Provides training and technical assistance for self-help community development groups and cooperatives and financial assistance for self-help projects, mainly in small business development, fisheries and agriculture in the Trust Territory of the Pacific Islands, Papua New Guinea, Fiji and other nations of the Pacific Basin.

**FUNDACION PARA LA APLICACION Y ENSEANZA DE LAS CIENCIAS (FUNDAEC)**

Apartado Aereo 6555, Cali, Colombia  
52-1707, 58-57-10, 54-17-46

Promotes the teaching of Science and its applications to the wellbeing of the communities, including research and development of learning methods for the different levels of rural and urban environments, as well as basic studies in natural sciences that have a direct relation to wellbeing. Has pioneered concept and development of "Rural University".

**FUNDACION PARA LA EDUCACION SUPERIOR (FES)**

Apartado Aereo 4744, Cali, Colombia

Promotes the social development of Colombia, preferably giving support to education, science and culture, to improve the opportunities for social, cultural and economic development of the less privileged groups. Also dedicates actively to the promotion and collaboration among the development organizations within the country and on a regional scale, to the improvement of the capacity and quality of development projects, and to the support of entities, groups and persons devoted to contributing to the betterment of the living conditions of the countryman.

**GOODWILL INDUSTRIES OF AMERICA**

9200 Wisconsin Avenue, Bethesda, MD 20814  
(202) 530-6500

Provides leadership and technical assistance to U.S. and foreign affiliates as well as nonaffiliates in their efforts to improve the quality and effectiveness of rehabilitation services to handicapped, disabled and disadvantaged people. Goodwill affiliate offices are located in Africa, Asia and Latin America.

**HELEN KELLER INTERNATIONAL**

15 West 16th Street, New York, NY 10011  
(212) 620-2100

Carries out integrated eye care programs which include training local personnel to recognize and treat eye diseases, establishing and improving rehabilitation services for blind children and adults, and conducting related evaluation and research. Serves countries in Africa, Asia and Latin America.

**INTERNATIONAL EDUCATIONAL DEVELOPMENT**

515 East Fordham Road, Bronx, NY 10458  
(212) 933-2990

Assists and encourages collaboration among groups working on development programs at the grassroots level. Through workshops, audio-visual documentation of expertise and solutions, a bimonthly information bulletin and information centers in developing countries, IED acts as a network facilitator and catalyst in exchange of information on proven low-cost development methods, techniques, processes and models. Works in Latin America.

**INTERNATIONAL VOLUNTARY SERVICES, INC.**

1424 16th Street, N.W., Washington, D.C. 20036  
(202) 387-5533

Recruits skilled technicians internationally to fill particular posts at the request of host governments and institutions. Assistance is given in the areas of community development, housing, cooperatives and loans, agriculture, industrial development and health care, emphasizing development of local institutions. Volunteer technicians are currently serving in countries in Africa, Asia and Latin America.

**MEALS FOR MILLIONS/FREEDOM FROM HUNGER FOUNDATION**

1644 DaVinci Court, P.O. Box 2000, Davis CA 95617  
(916) 758-6200

Carries out development projects designed to strengthen the capabilities of developing communities to solve their own food and nutrition problems within the existing economy and culture; to give special emphasis to the nutritional needs of infants, children and pregnant and lactating women; and to advance and perfect the participatory approach to achieve lasting development. MFM/FFH works to achieve these goals through comprehensive and integrated Applied Nutrition Programs which include food and nutrition training, agricultural development, food technology transfer and information dissemination. Assists projects in Africa, Asia, Latin America and the United States.

**NEW TRANSCENTURY FOUNDATION**

1724 Kalorama Road, N.W., Washington, D.C. 20009-2624  
(202) 328-4400

NTF is a consultant organization operating domestically and overseas. It provides technical assistance and management consulting services in the areas of recruitment, organizational development, program planning and evaluation, management information systems, budgeting and accounting, fund raising, and women in development for private agencies working in the Third World.

**QEF/International**

2101 L Street, N.W., Suite 916, Washington, D.C. 20037  
(202) 466-3430

Responds to specific requests for technical assistance through a professional multinational staff in Asia, Latin America and Africa. A major portion of its resources is directed toward helping women acquire skills needed to bring about change and increase their incomes. Programs include training of housing "promoters" in techniques of communication, group dynamics and programming and planning; and surveys in rural areas which focus on roles and needs of women. Programs in the U.S. are aimed at heightening the awareness of the role women play in international development and involving Americans in international cooperation programs.

**PAN AMERICAN DEVELOPMENT FOUNDATION**

1889 F Street, N.W., Washington, D.C. 20006  
(202) 789-3969

Assists in the establishment and expansion of autonomous, indigenous National Development Foundations in Latin America. These foundations encourage local private sector participation in development activities through the establishment of revolving loan funds and bank guarantees to finance community self-help projects, small business development, health services, agriculture and education, as well as coordinate the work of other non-governmental agencies. Channels contributions of tools, machinery, educational materials and medical equipment.

**PARTNERSHIP FOR PRODUCTIVITY FOUNDATION**

2001 S Street, N.W., Suite 610, Washington, D.C. 20009  
(202) 234-0340

Encourages and assists small-scale rural enterprises in Africa, Latin America and Asia. Services include management and technical assistance to crafts cooperatives and food industry projects as well as loan education and loan procurement assistance to locally-managed loan committees. Trains indigenous personnel in management, contracting, accounting and agribusiness. Prepares training manuals and conducts seminars and lectures on rural enterprise development.

**PRIVATE AGENCIES COLLABORATING TOGETHER (PACT)**

777 United Nations Plaza, New York, NY 10017  
(212) 697-6222

PACT is an international consortium of private agencies designed to promote a coordinated approach to planning for overseas programs, to improve the capability of private agencies and to provide information and services to member agencies. PACT supports development projects in Africa, Asia and Latin America undertaken by private agencies in the areas of cooperatives and loans, education, agriculture, small industry development and management, technology transfer, health care, low-cost housing, et. al.

**PROJECT CONCERN INTERNATIONAL**

3550 Afton Road, San Diego, California 92138  
(619) 279-9690

Provides comprehensive programs of health care and preventive medicine including training for village health workers; nutrition centers; disease control, sanitation and water projects; and provision of family planning information. Conducts a child sponsorship program. Through OPTION, a division of PCI, recruits physicians, nurses, dentists, and allied health personnel for health care facilities. Assistance is given to countries in Africa, Asia, Latin America and the Middle East.

**SAVE THE CHILDREN FEDERATION/COMMUNITY DEVELOPMENT FOUNDATION**

54 Wilton Road, Westport, CT 06880  
(203) 226-7271

Conducts child sponsorship programs and community development projects in areas such as housing, cooperatives and loans, education, agriculture, small industry development, nutrition and health care. Emphasis is on community self-help through grass roots organization as well as training and technical assistance. Programs are conducted in Africa, Asia, Latin America, Europe and the Middle East.

**SERVIVIENDA**

Apartado Aereo 51681, Bogota, D.E., Colombia  
2-45-16-59, 2-85-09-73

Manufactures low-cost, prefabricated houses to be sold to low-income families on special mortgage terms. Provides visual aid education courses to home purchasers, and organizes savings and loan cooperatives. A principal in global network of private agencies whose goal is to provide for economic, social and technical needs vis-a-vis housing and shelter in developing countries.

**SOLIDARIOS**

Apartado Postal 620, Santo Domingo, Dominican Republic  
(809) 567-6313

Promotes the participation of the marginal groups in the development process of their respective countries, giving support to its collective work through the strengthening of the member foundation, the integration of the private sector to this work and the stimulation of similar actions by public institutions.

**TECHNO SERVE**

148 East Avenue, Norwalk, CT 06851  
(203) 846-3231

Provides technical, managerial and financial assistance to locally-owned self-help enterprises and trains participants in such enterprises and related local institutions. Most enterprises assisted are related to the processing of agricultural products. Support is given in Africa and Latin America.

**UNITED CHURCH BOARD FOR WORLD MINISTRIES**

475 Riverside Drive, New York, NY 10115  
(212) 870-2713

Provides disaster and emergency relief to refugees and migrants. Also works on rehabilitation and social welfare, food production and nutrition, family planning, self-help industry and community development. Promotes collaboration and consortium development.

**VOLUNTEERS IN TECHNICAL ASSISTANCE, INC. (VITA)**

1815 N. Lynn Street, Arlington, VA 22209  
(703) 276-1800

Provides technical cooperation services, including technology design and problem solving, project planning, needs assessment, information systems analysis and on-site consulting to groups and individuals in the U.S. and abroad. Works with local institutions to promote implementation of technologies appropriate to local cultural requirements and technical needs. Emphasis is on village and mid-level technologies in the fields of renewable energy sources, agriculture, sanitation, housing and small business development. Over 100 countries have been assisted through its by-mail inquiry service and longer range development efforts have been undertaken in Africa, Asia, and Latin America.

**WORLD EDUCATION**

210 Lincoln Street, Boston, MA 02111  
(617) 482-9485

Provides training to staff members of public and private agencies in assessing needs of client groups, planning and designing learner-centered educational programs, developing integrated curricula (e.g., health, employment, civic participation, appropriate technology, agriculture), and designing workshops and training trainers. Also undertakes experimental programs and publicizes experience accumulating in the field. Assistance is provided to countries in Africa, Asia, Latin America and the Middle East.

**ZAMBIA COUNCIL FOR SOCIAL DEVELOPMENT**

P.O. Box 51053, Lusaka, Zambia

Promotes and supports policies and programs which are beneficial to, and serve the development of, the people of Zambia and their social environment, especially social development programs and programs which include the eradication of disease, hunger, ignorance, poverty and unemployment. Also promotes, coordinates, extends and organizes cooperation of national local representatives of voluntary agencies, statutory authorities, government departments, and others in the furtherance of these purposes.

December 1985

SD

HISTORY OF PACT-AID RELATIONSHIP

- 1970 Representatives of certain private voluntary agencies (PVOs) discuss formation of a consortium.
- 1971 Eight PVOs form PACT.
- 1972 AID grants \$149,000 (AID/csd-3635) for administrative costs; this is later increased to a total of \$173,000.
- 1973 AID grants \$200,000 (AID/pha-G-73-19) for technical assistance projects; PACT funds first LDC projects.
- 1974-75 AID amends grant agreement to provide additional \$1,107,000, with PACT administrative costs included in technical assistance grant; contributions from non-AID sources directly to projects funded by PACT become allowable as PACT matching share.
- 1975 First independent evaluation of PACT, funded by AID, recommends continued funding of PACT.
- 1977 PACT begins Supportive Activities Grants; membership increases to 13.
- 1975-78 AID continues regular amendments to AID/pha-G-73-19 to increase grant total to a cumulative \$6,923,000.
- 1979 AID gives PACT new general support grant of \$2,900,000 (AID/SOD/PCD-G-0213) for one year with planned funding for three years; PACT membership reaches 19.
- 1980 AID amends grant agreement to provide additional \$3,500,000; PACT revises criteria and guidelines for Project Fund and initiates new funding window of support for Consortia;
- 1981 AID amends grant agreement to provide additional \$3,500,000 bringing total to \$9,900,000 for grant period since 1979; AID amends grant agreement also to include new Project Fund guidelines and support for Consortia; membership reaches 20.
- 1982 Second independent evaluation of PACT funded by AID and PACT; AID approves new three-year grant to PACT of up to \$12,500,000. Year I total \$3,515,401 (Grant No. PDC-0235-G-GS-2150-00).
- 1983 AID amends grant agreement to provide additional \$4,055,000 bringing total for period beginning 1982 to \$7,570,401.

- 1984      Reduction of AID commitment communicated; Year III allocation of \$3,750,000 brings three-year total to \$11,320,401.
- 1985      PACT signs new cooperative agreement (PDC-0264-A-00-5057-00) with AID; first year allocation is \$2,500,000; PACT membership now at 26.

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**PROJECT FUND GRANTS - BY SECTOR**  
**FY85: SEPTEMBER 1, 1984 - AUGUST 31, 1985**

LIST OF GRANTS**AFRICA**

		<u>\$ Amount</u>	<u>Primary</u>	<u>Sectors</u>	<u>Tertiary</u>
<u>New Projects</u>				<u>Secondary</u>	
#167	OEF/Senegal				
#172	Technoserve/Ghana	\$74,942	Income Gen.	Women	Inst. Bldg.
#173	UNHPM/Mauritania	40,000	Income Gen.	Agriculture	Coops.
#175	Zimbabwe Women's Bureau	25,000	Handicapped	Inst. Bldg.	Training
		10,224	Women	Income Gen.	Inst. Bldg.
	Subtotal	\$150,166			
<u>Continued Fundings</u>					
#117	KWAHO/Kenya	\$55,000	Water/Sanit.	Women	Inst. Bldg.
#122	SATA/Helvetas/Cameroon	16,685	Water/Sanit.	Training/NFE	Inst. Bldg.
#151	ALoz/IVS/Zimbabwe	86,258	Income Gen.	Training/NFE	Women
#130	ORAP/Zimbabwe	40,000	Comm. Dev.	Income Gen.	Training/NFE
#132	Zimbabwe Project	62,000	Coops.	Income Gen.	Comm. Dev.
#159	World Ed./Tototo/Kenya	67,169	Inst. Bldg.	Income Gen.	Training/NFE
#160	PfP/Kenya	85,000	Income Gen.	Women	Inst. Bldg.
#161	MfM/Sierra Leone	80,684	Health/Nutr.	Women	Comm. Dev.
#142	IVS/Botswana	17,300	Income Gen.	Women	Comm. Dev.
	Subtotal	\$510,096			
<b>REGIONAL TOTAL</b>		<b>\$660,262</b>			

**ASIA**

		<u>\$ Amount</u>	<u>Primary</u>	<u>Sectors</u>	<u>Tertiary</u>
<u>New Projects</u>				<u>Secondary</u>	
#165	MfM/Nepal	\$ 66,200	Health/Nutr.	Comm. Dev.	Women
#166	World Ed./Nepal	67,325	Training/NFE	Women	---
#174	IVS/Bangladesh	31,506	Health	Inst. Bldg.	Training
Subtotal		\$165,031			
<u>Continued Fundings</u>					
#124	Sarvodaya/Sri Lanka	\$31,000	Agriculture	Women	Training
#150	Bina Swadaya/Indonesia	48,085	Inst. Bldg.	Training/NFE	---
#145	Save the Children/Sri Lanka	60,650	Training/NFE	Women	---
#149	CERID/Nepal	39,728	Comm. Dev.	Training/NFE	Income Gen.
#135	Save the Children/Bangladesh	30,000	Training/NFE	Women	---
#154	VERC/Bangladesh	55,000	Income Gen.	Training/NFE	---
#155	ACP/Nepal	25,219	Income Gen.	Training/NFE	Women
#157	WALHI/Indonesia	36,685	Income Gen.	Inst. Bldg.	---
#137	LP3ES/Indonesia	32,887	Training/NFE	Comm. Dev.	Women
#118	MfM/Thailand	30,000	Health/Nutr.	Comm. Dev.	Women
#156	World Ed./Thailand	62,890	Inst. Bldg.	Comm. Dev.	Agriculture
#111	FSP/SIDT/Solomon Islands	41,130	Inst. Bldg.	Comm. Dev.	---
#139	FSP/NKDT/Vanuatu	16,709	Water	Training/NFE	---
Subtotal		\$509,983			
<b>REGIONAL TOTAL</b>		<b>\$675,014</b>			

**LATIN AMERICA/CARIBBEAN**

	<u>\$ Amount</u>	<u>Sectors</u>		
		<u>Primary</u>	<u>Secondary</u>	<u>Tertiary</u>
<u>New Projects</u>				
#168 TNS/Panama	\$ 40,000	Agriculture	Health/Nutr.	Coops.
#169 PCI/Bolivia	70,000	Health/Nutr.	Agriculture	---
#170 WAND/Caribbean	50,000	Women	Training/NFE	---
#171 Eye Care/Haiti	25,000	Health/Nutr.	Training/NFE	---
Subtotal	\$185,000			
<u>Continued Fundings</u>				
#110 GPS/Mexico	\$ 17,500	Training/NFE	Income Gen.	Water/Sanit.
#126 FED/Ecuador	68,780	Coops.	Inst. Bldg.	Agriculture
#146 INDES/Argentina	75,000	Inst. Bldg.	Comm. Dev.	---
#152 IVS/Bolivia	26,825	Income. Gen.	Inst. Bldg.	Coops.
#119 INCOOPE/Peru	20,000	Income. Gen.	Women	---
#134 Agua del Pueblo/Guatemala	65,217	Water/Sanit.	Health/Nutr.	Training/NFE
#138 CIPCA/Peru	21,904	Comm. Dev.	Training/NFE	---
#141 AITEC/Colombia	100,000	Income. Gen.	S&L/Credit	Women
#163 ASEPADE/AITEC/Honduras	49,310	Credit/S&L	Income Gen.	Women
#162 ADIM/Peru	82,100	Women	Training/NFE	Income Gen.
#140 Esperança/Bolivia	142,902	Comm. Dev.	Health/Nutr.	Water/Sanit.
#144 IVS/Bolivia	40,280	Women	Health/Nutr.	Comm. Dev.
Subtotal	\$709,818			
<b>REGIONAL TOTAL</b>	<b>\$894,818</b>			
<b><u>TOTAL ALL PROJECTS</u></b>	<b><u>\$2,230,094</u></b>			

APPENDIX I

New Projects and Refundings Approved  
for the Period September 1, 1984 - August 31, 1985

AFRICA

New Projects

<u>Country</u>	<u>Project</u>	<u>Agency</u>	<u>Member Member-referred Non-member</u>	<u>Amount</u>
Ghana	<u>Promotion of Village Cooperatives and Producers' Associations</u> Focus: To expand Technoserve's services of management and technical assistance to village-based producers, particularly in agriculture, in the Volta region of Ghana.	Technoserve	Member	\$40,000
Mauritania	<u>Institutional Support</u> Focus: General operating support for activities providing training and supportive services to handicapped persons as well as various public awareness and advocacy functions in Mauritania and regionally.	Union des Handicappes Physiques et Mentaux (UNHPM)	Member-referred	25,000
Senegal	<u>Socio-Economic Improvement Through Food Production</u> Focus: Strengthen capability of Maisons Familiales Rurales in training, appropriate food production technologies and implementation of small enterprises for increased food and income.	Overseas Education Fund (DEF)	Member	74,942
Zimbabwe	<u>Contribution to Core Costs</u> Focus: Women-related income generating projects throughout Zimbabwe is the main purpose of the ZWB. This grant is made in support of personnel salaries for one year.	Zimbabwe Women's Bureau (ZWB)	Non-member	10,224
			<b>Subtotal</b>	<b>\$150,166</b>
<u>Ongoing Projects</u>				
Botswana	<u>Handicrafts Development</u> Focus: upgrading quality of existing crafts; developing new ranges of marketable crafts; developing solutions to the depletion of resources needed for crafts production.	International Voluntary Services	Member	+ 17,300
Cameroon	<u>Water Supply</u> Focus: to look for ways to address the problems of upkeep and maintenance of village water supplies in three pilot divisions in the anglophone provinces of Cameroon.	Swiss Association for Technical Assistance	Non-member	16,685

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<u>Country</u>	<u>Project</u>	<u>Agency</u>	<u>Member Member-referred Non-member</u>	<u>Amount</u>
Kenya	<u>Water for Health</u> Focus: to provide access to clean water in rural and urban Kenya and to relate improved water access to health and productive benefits.	Kenya Water for Health Organization	Member-referred	55,000
	<u>Training in Income-Generation for Rural Women's Groups</u> Focus: to provide technical assistance to Tototo Home Industries of Mombasa in staff training in small enterprise development for rural women's groups and to develop a marketing capability for Tototo's training methodology to help cover the cost of its operations.	World Education	Member	67,169
	<u>Women in Development Rural Enterprise Program</u> Focus: to provide credit, managerial and technical assistance to women's groups engaged in income-generating activities in western Kenya.	Partnership for Productivity	Member	85,000
Sierra Leone	<u>Applied Nutrition Program</u> Focus: to institute a model applied nutrition and community development program in the Bombali District.	Meals for Millions	Member	90,684
Zimbabwe	<u>Literacy-Related Small Enterprise Development</u> Focus: to investigate new ideas of generating income and to train community adult literacy teachers in the skills necessary to assist women's literacy groups to initiate and manage productive projects.	International Voluntary Services and Adult Literacy Organization of Zimbabwe	Member/ Member-referred	86,258
	<u>ORAP Training Project</u> Focus: to train community members in Midlands and Matabeleland in building and construction skills.	Organization of Rural Associations for Progress	Non-member	40,000
	<u>Zimbabwe Project</u> Focus: to provide support in the form of advice, legal aid training, loans, and information to groups of excombatants entering the formal economy.	Zimbabwe Project	Non-member	62,000
			<b>Subtotal</b>	<b>\$510,096</b>
			<b>TOTAL FOR AFRICA</b>	<b>\$660,262</b>

ASIA

New Projects

<u>Country</u>	<u>Project</u>	<u>Agency</u>	<u>Member Member-referred Non-member</u>	<u>Amount</u>
Bangladesh	<u>Program Assistance to Bangladesh NGO Health Sector</u> Focus: improve programs and services to marginal farmers and landless peasants through assisting local and international NGOs working in the primary health care sector by identifying problems and linking resources.	International Voluntary Services	Member	\$31,506
Nepal	<u>Applied Nutrition Program</u> Focus: implement an Applied Nutrition Program working with communities to develop and implement health and nutrition-related projects; the process includes the establishment of an integrated nutrition program using a participatory community-based approach.	Meals for Millions	Member	66,200
	<u>Literacy Training for Women and Post-Literacy Income Generation</u> Focus: Support literacy training and post literacy income generation activities for women.	World Education	Member	67,325
			<b>Subtotal</b>	<b>\$165,031</b>

Ongoing Projects

Bangladesh	<u>Program Support for the SAVE/Bangladesh women's Program</u> Focus: to develop and provide communication and support materials for women "para" development workers as part of the agency's Women in Development Program.	Save the Children	Member	\$ 30,000
	<u>Development and Strengthening of Community-level Production Units for Income Generation and Training</u> Focus: to support four income-generating subprojects: milk production, water supply for agriculture, rickshaw maintenance and repair, and pisciculture involving 27 low-income groups.	Village Education Resource Center (VERC)	Member-referred	55,000
Indonesia	<u>Developing the Program Capabilities of Outer-Island Indonesian Non-Governmental Organizations</u> Focus: to assist smaller outer island NGOs to develop and improve their service delivery programs in rural communities.	Bina Swadaya	Member-referred	48,085
	<u>Environmentally Sound Productive Activities for Community Groups</u> Focus: to assist four smaller NGO members of WALHI to plan, design, implement and assess environment protection/income-generating projects.	The Indonesian Environmental Forum (WALHI)	Member-referred	36,685

Country	Project	Agency	Member	Amount
			Member-referred Non-member	
Indonesia	<u>Community Development Program in the Kecamatan of Margoyoso, Pati, Central Java</u> Focus: Training and follow-up with field support for male and female field workers recruited from local Pesantren (Islamic Boarding Schools).	Institute for Social and Economic Research, Education and Information (LPSES)	Member-referred	32,887
Nepal	<u>Non-formal Education and Rural Income-Generating Activities</u> Focus: to improve the livelihood and living of the Chepang people through a project of non-formal education, income generation and improvement of health and sanitation practices.	Research Center for Education Innovation and Development (CERID)	Non-member	39,728
	<u>Women Apprenticeship Training for Income Generation</u> Focus: to implement a training project for women apprentices in handcraft production.	Association for Craft Producers	Non-member	25,219
Solomon Islands	<u>Solomon Islands Development Trust</u> Focus: to assist the Trust to become a self-reliant, technical support agency for small-scale integrated community development projects throughout the Solomon Islands.	Foundation for the Peoples of the South Pacific/ Solomon Islands Development Trust	Member	41,130
Sri Lanka	<u>Training in Short-Term Home Gardening Courses</u> Focus: to train and provide follow-up support in home gardening for pre-school teachers in 2,000 Sri Lankan villages.	Sarvodaya	Member-referred	31,000
	<u>Income Generation Through Beneficiary Training and Resource Development</u> Focus: skills training and follow-up activities for the urban poor in Wanathamulla Shanty, Colombo.	Save the Children	Member	60,650
Thailand	<u>Applied Nutrition Program</u> Focus: to improve the health and nutritional status of villagers in two districts of Lampang Province.	Meals for Millions	Member	30,000
	<u>Technical Assistance for the Landless Peasants and Small Farmers Development Project</u> Focus: to provide T.A. to the Rural Friends Association in six specified sectors to enable them to improve their capacity for delivery of services to a multi-faceted project in Surin Province.	World Education	Member	62,890
Vanuatu	<u>Small-Scale Village Water Supply</u> Focus: a collaborative project to assist in the installation of 42 village water supply systems.	National Community Development Trust and Foundation for the Peoples of the South Pacific	Member-referred/ Member	16,709

Subtotal \$509,983  
TOTAL FOR ASIA 675,014

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LATIN AMERICA & CARIBBEAN

New Projects

<u>Country</u>	<u>Project</u>	<u>Agency</u>	<u>Member/ Member-referred/ Non-Member</u>	<u>Amount</u>
Bolivia	<u>Horticulture Improvement Program</u> Focus: Technical Assistance to Cooperatives to improve production and marketing of vegetables.	Technoserve	Member	\$40,000
	<u>Integrated Primary Health Care</u> Focus: Increasing the accessibility of health care services and improving the health status of low-income people making their living primarily in agriculture.	Project Concern International	Member	70,000
Caribbean	<u>Technical Assistance in the Caribbean</u> Focus: T.A. and communication support to women of Caribbean countries. Main areas include organizational development, leadership training, legal education and reform, and women in industry.	Women and Development Unit (WAND)	Non-member	50,000
Haiti	<u>Strengthening Village-Based Infrastructure for Decision Making in Rural Haiti</u> Focus: Primary Health Care expansion in the central highlands of Haiti.	Eye Care Haiti	Non-member	25,000
			<b>Subtotal</b>	<b>\$185,000</b>

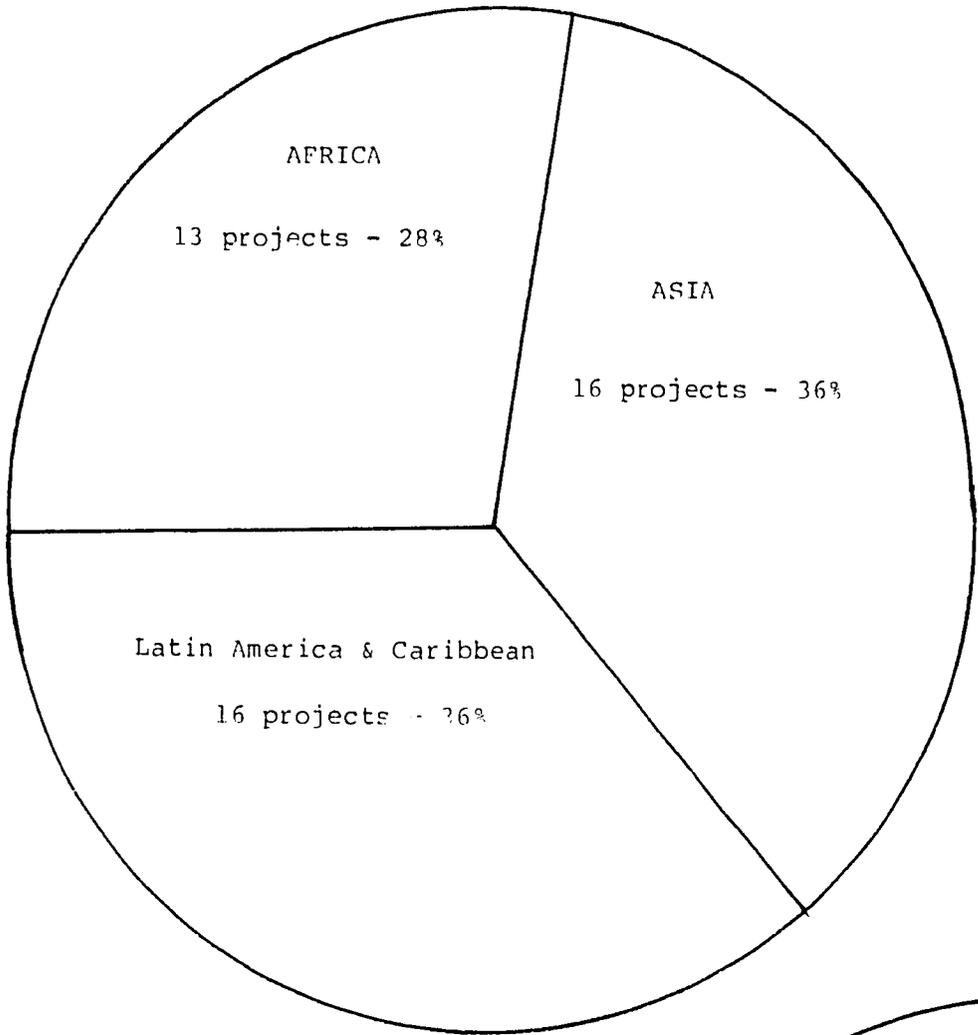
Ongoing Projects

Argentina	<u>Promotion and Organizational Strengthening of Indian Groups</u> Focus: to improve the economic position, quality of life and leveraging and bargaining power of aboriginal organizations.	Instituto de Desarrollo Social y Promoción Humana (INDES)	Member	75,000
Bolivia	<u>CEMUR Community Health Program</u> Focus: in collaboration with the Centro de Mujeres Rurales to promote primary health care and community development in the Santisteban Province.	International Voluntary Services	Member	40,280
	<u>Integrated Rural Health Program</u> Focus: Promotion and training activities that focus on health education and treatment, agriculture and animal management assistance, construction of water systems latrines, home improvement assistance and small economic development projects.	Esperanza	Member	142,902
	<u>Alternative Income Generation and Organizational Consolidation</u> Focus: to assist a local artisan organization, Q'antati, to promote and finance income-generating activities other than handicrafts among its members.	International Voluntary Services	Member	26,825

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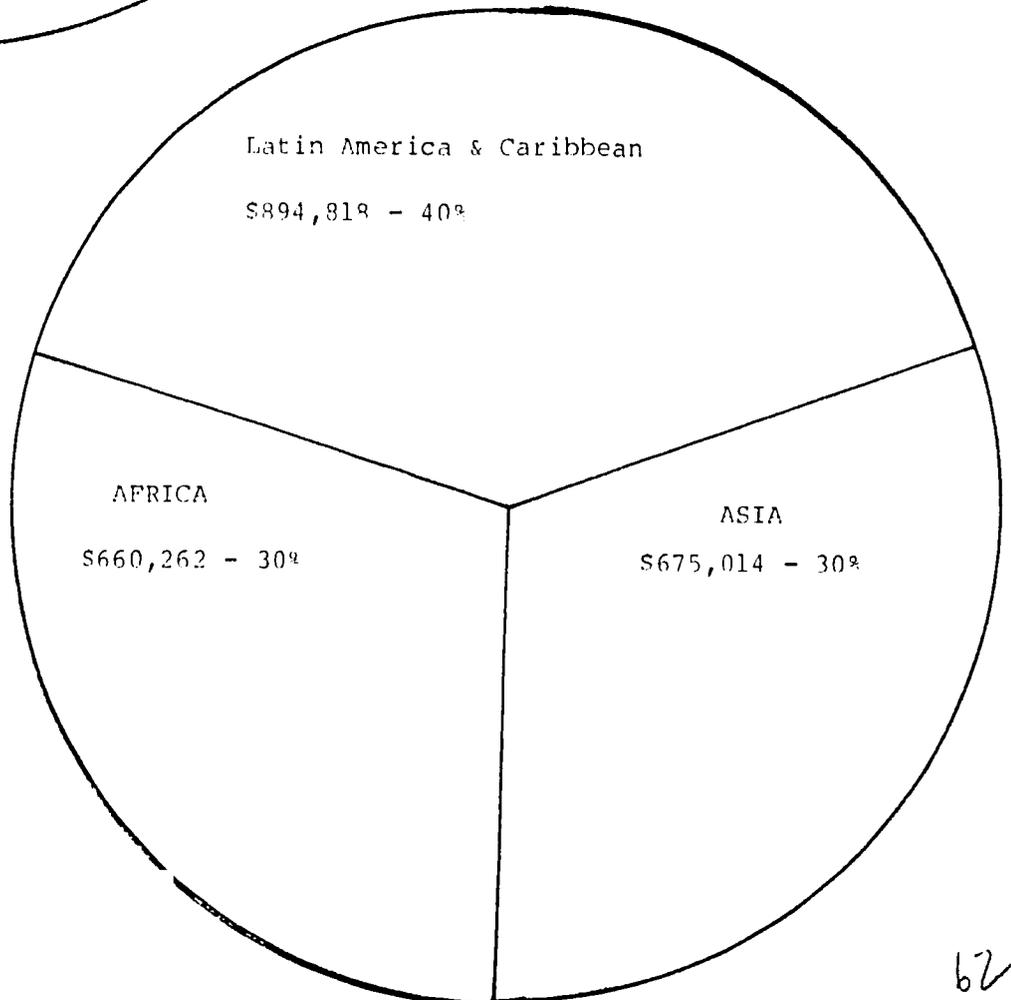
<u>Country</u>	<u>Project</u>	<u>Agency</u>	<u>Member Member-referred Non-member</u>	<u>Amount</u>
Colombia	<u>Solidarity Groups for Independent Workers</u> Focus: a collaborative project to provide technical assistance and credit to low-income street and market vendors in Cali and Bogota.	Accion International/ AITEC	Member	100,000
Ecuador	<u>Regional Community Development Model</u> Focus: to promote regional community development in the northwest of Pichincha Province.	Fundacion Ecuatoriana de Desarrollo (FED)	Member	68,780
Guatemala	<u>Potable Water and Rural Sanitation</u> Focus: to provide drinking water and to improve sanitation to 39 villages in the southwestern region.	Agua del Pueblo	Member-referred	65,217
Honduras	<u>Solidarity Groups Credit Program</u> Focus: to provide technical assistance and credit to low-income urban dwellers involved in small-scale commercial activities in the two principal cities in Honduras.	Asesores para el Des- arrollo (ASEPADE) and Accion International/ AITEC	Member-referred/ Member	49,310
Mexico	<u>Integrated Rural Development</u> Focus: to provide community development in the state of Guerrero through projects of a water storage tank, wells and digester construction and through the initiation of other productive activities.	Grupo de Promocion Solidaria (GPS)	Non-member	17,500
Peru	<u>Credit and Training for Low-Income Urban Women</u> Focus: to assist low-income women in one of Lima's "Pueblos Jovenes" to upgrade their small-scale commercial activities and increase income.	Asociacion para el Desarrollo e Integra- cion de la Mujer (ADIM)	Non-member	82,100
	<u>Chira Valley Rural Women's Project</u> Focus: to promote primary health care, group formation and income-generating activities to benefit rural women in two communities in the area of Piura.	Centro de Investiga- cion y Promocion del Campesinado (CIPCA)	Non-member	21,904
	<u>Handcrafts Promotion and Service Center</u> Focus: to assist handcrafts center which serves low-income rural women through a program of training to improve the quality of their products as well as the direct commercialization of these handcrafts in Lima.	Central de Credito Cooperativo de Peru (INCCOPE)	Non-member	20,000
			Subtotal	\$709,818
			TOTAL FOR LA/C	\$894,818
			<u>GRAND TOTAL</u>	<u>\$2,230,094</u>

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Regional Breakdown  
by Number of Projects

Total Number of  
Projects: 45



Regional Breakdown  
by Funding

Total Funds Obligated  
for FY85: \$2,230,094

SUPPORTIVE ACTIVITIES GRANTS

367	<u>Fundacion Ecuatoriana de Desarrollo</u> Participation at a conference in Mexico focusing on Self-Management and Participation in projects in Latin America and the Caribbean.	\$ 489
368	<u>Pan American Development Foundation</u> Program planning with the Director of the National Development Foundation of Dominica.	\$ 600
369	<u>Overseas Education Fund</u> Program planning in Kenya.	\$ 427
370	<u>InterAction</u> Program support.	\$ 1,000
372	<u>Instituto de Desarrollo Social y Promoción Humana (INDES)</u> Program exchange activities with the Dominican National Development Foundation.	\$ 975
373	<u>SERVIVIENDA</u> Feasibility study for an integrated development project for artisan fishermen in Colombia.	\$4,000
374	<u>SOLIDARIOS</u> Co-sponsorship of the Third International Conference of Foundations and Business Leaders held in Santo Domingo.	\$2,500
375	<u>Fundacion Nicaraguense de Desarrollo</u> Staff members training at the Instituto Centroamericano de Administración de Empresas (INCAE) in Costa Rica.	\$ 350
376	<u>Volunteers In Technical Assistance</u> Co-sponsorship of Third World participants in a national Wind Energy Conference.	\$5,840
377	<u>Volunteers In Technical Assistance</u> Participation at the United States Department of Agriculture-sponsored marketing workshop held in Miami.	\$ 479
378	<u>Zambia Council for Social Development</u> Participation at the International Council for Social Welfare Conference in Montreal.	\$2,100
379	<u>Mujeres en Desarrollo Dominicana</u> Partial support toward the publication of the educational bulletin <u>Mujeres en Desarrollo</u> .	\$1,102

380	<u>Volunteers In Technical Assistance</u> Provision of technical assistance to the Appropriate Technology Advisory Committee in Nairobi.	\$7,000
381	<u>Foundation for the Peoples of the South Pacific</u> Seminar co-sponsorship: "Papua New Guinea Perspectives".	\$2,500
382	<u>Overseas Education Fund</u> Feasibility study for income-generating projects for women, in collaboration with a local Peruvian organization, Perù Mujer.	\$3,025
383	<u>Goodwill Industries of America</u> Feasibility studies for projects for branch YMCAs with the YMCA of Senegal.	\$4,125
384	<u>Goodwill Industries of America</u> Sponsorship of a study visit to the Dominican Rehabilitation Association by staff from the Honduran Foundation for the Rehabilitation and Integration of the Disabled.	\$1,130
385	<u>Hogar y Desarrollo</u> Co-sponsorship of a seminar in Guatemala on administering credit using guarantee funds.	\$5,000
386	<u>Pan American Development Foundation</u> Participation of a representative of the Organization of Rural Development in St. Vincent at the U.S. Department of Agriculture-sponsored marketing workshop in Miami.	\$ 700
387	<u>Overseas Education Fund</u> Program planning activities of the Women's Law and Development Forum in preparation for the UN End of Decade Conference held in Nairobi in July.	\$5,000
388	<u>ESPERANCA</u> Project planning in Guinea Bissau.	\$4,500
389	<u>Goodwill Industries of America</u> Co-sponsorship of Third World representative participation at Disabled People's International Symposium in Jamaica.	\$3,000
390	<u>Goodwill Industries of America</u> On behalf of PACT, participation of a GWI representative at the Disabled People's International Symposium in Jamaica.	\$ 364

391	<u>New TransCentury Foundation</u> Participation of a New TransCentury representative at the Jamaica Symposium listed above.	\$ 550
392	<u>Instituto Mayor Campesino</u> Participation at the PAID/ACVAFS-sponsored workshop, "Thinking Evaluatively", held in Cali, Colombia.	\$ 125
393	<u>Partnership for Productivity International</u> Project planning for the institutionalization of the Council of Caribbean Institutions for Development (COUNCARID) within the CARINET communications system.	\$1,000
394	<u>Pan American Development Foundation</u> Co-sponsorship of local NGO participation at the PADF-sponsored agroforestry workshop held in Haiti.	\$5,000
395	<u>Partnership for Productivity Service Foundation/Kenya</u> Participation by a staff member at the 1984 Windsor, Ontario workshop on "Education for Alternative Development: Generating and Sharing Knowledge of Law".	\$1,025
396	<u>Accion International/AITEC</u> Participation by the AITEC/Colombia resident advisor and one representative from each of three local Colombian organizations at the PAID/ACVAFS-sponsored workshop, "Thinking Evaluatively".	\$ 725
397	<u>Accion International/AITEC</u> Preparation of an audio-visual presentation on the Solidarity Group and Microbusiness Program in Quito and Guayaquil.	\$2,173
398	<u>Goodwill Industries of America</u> Participation at the Partners of the Americas/ Grupo Latinoamericano de Rehabilitación Profesional-sponsored workshop in Bogota, Colombia, on developing resource centers to benefit disabled people.	\$ 483
399	<u>Overseas Education Fund</u> Technical assistance and project planning for a program for training in income-generating activities for low-income women in Neuquen, Argentina.	\$5,000

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400	<u>Project Concern International</u> Evaluation of PCI's collaborative primary health care program in the Toledo District, Belize.	\$2,800
401	<u>Accion International/AITEC</u> Co-sponsorship with the Centro Agricola Cantonal of Hojanca of a workshop on economic productive activities for participants from rural organizations.	\$1,000
402	<u>SOLIDARIOS/Central de Cooperativas Agrarias (CENCOA) Colombia</u> Impact evaluation of CENCOA's programs and projects.	\$2,000
403	<u>Accion International/AITEC</u> Participation at the Miami Conference on the Caribbean sponsored by Caribbean/Central American Action.	\$ 412.50
404	<u>CONGAT</u> Sponsorship of CONGAT's Journée de Reflexion des ONG du Togo which addressed issues related to Employment Creation and included a variety of participants from Sub-Sahara Africa nations.	\$3,000
405	<u>International Voluntary Services</u> Program planning in Bangladesh to provide technical assistance to local organizations implementing community health programs.	\$1,081
406	<u>Goodwill Industries of America</u> Sponsorship by Disabled Peoples International of a series of three leadership training seminars for local disabled peoples organizations in West, Central and Southern Africa.	\$8,000
407	<u>Pan American Development Foundation</u> Sponsorship of a series of four topic specific seminars for National Development Foundation representatives in Latin America and the Caribbean.	\$7,000
408	<u>SERVIVIENDA</u> Fact finding study trip to Ecuador to ascertain the feasibility of transferring through local Ecuadorian organizations the Servivienda program experience of providing low cost housing for the poor.	\$2,061
409	<u>Volunteers In Technical Assistance</u> Participation by VITA's computer specialist, Gary Garriott at the UNIDO-sponsored conference in Kenya on Micro-Electronics. As a member of PACT's Advisory Committee for APPLE Grants, Gary	\$1,328.50

also researched for PACT the services available and restraints related to placing Apple IIe's locally.

- |     |   |         |
|-----|---|---------|
| 410 | <u>Meals for Millions/Freedom from Hunger Foundation</u><br>Consultancy to train staff in data collection and improved programming and planning techniques.   | \$1,764 |
| 411 | <u>Conseil des Organismes non Gouvernementaux en Activite au Togo (CONGAT)</u><br>CONGAT staff member training at VITA's Documentalist Training Course held in Washington, D.C.   | \$2,350 |
| 412 | <u>Instituto de Promocion Economico Social del Uruguay (IPRU)</u><br>Sponsorship of a series of seminars to plan projects and follow-up activities for groups of underemployed young people in North Canelones, Uruguay.  | \$3,875 |
| 413 | <u>Partnership for Productivity International</u><br>Co-sponsorship of a training workshop for NGO Small Enterprise Assistance Program staff in Bangkok, Thailand.  | \$3,500 |
| 414 | <u>Goodwill Industries of America</u><br>Partial support toward the publication of a guide highlighting North American Resources available for programs in disability prevention, special education and rehabilitation in the Caribbean Region.   | \$1,500 |
| 415 | <u>Credit Union Savings Association of Zambia</u><br>Visits by two CUSA-Zambia officers to study the operations of sister cooperatives in Trinidad and Tobago, Jamaica and Lesotho.   | \$2,954 |
| 416 | <u>Accion International/AITEC</u><br>Production of an audio-visual focused on exploring from the policy perspective possible solutions for integrating the formal and informal micro-business sectors in Mexico, Colombia and Peru.   | \$3,369 |
| 417 | <u>Goodwill Industries of America</u><br>Sponsorship of key representatives from Regional Disabled Peoples Organization in the Caribbean to participate in the Congress "Target 2000, The theme of the conference is to develop strategies to better utilize resources to benefit disabled people in the Caribbean. | \$3,000 |

418	<u>Overseas Education Fund</u> Participation of two OEF staff members at Forum '85, the principal NGO activity of the U.N. End of Decade Conference for Women held in Nairobi in July.	\$4,000
419	<u>NGO Planning Committee</u> Participation by three representatives of PACT local agency grantees in Peru and the Caribbean at the NGO Forum to be held in Nairobi.	\$6,000
420	<u>Partnership for Productivity International</u> Sponsorship of a COUNCARID planning meeting held in the Dominican Republic and Haiti in June.	\$7,500
421	<u>Ghana Association of Private and Voluntary Organizations in Development</u> Participation of GAPVOD representatives at the International Council of Voluntary Agencies Conference in Dakar.	\$2,400
422	<u>Zimbabwe Women's Bureau</u> Participation by a staff member in the NGO Forum of the U.N. End of Decade Conference for Women - Nairobi.	\$ 769
423	<u>Save the Children - Colombia</u> Participation by a staff member in the NGO Forum of the U.N. End of Decade Conference for Women - Nairobi.	\$1,500
424	<u>Tototo Home Industries</u> Participation by a staff member in the NGO Forum of the U.N. End of Decade Conference for Women - Nairobi.	\$ 500
425	<u>Volunteers In Technical Assistance</u> Participation by a staff member in the NGO Forum of the U.N. End of Decade Conference for Women - Nairobi.	\$1,626
426	<u>Organization of Rural Associations for Progress</u> Participation by a staff member in the NGO Forum of the U.N. End of Decade Conference for Women - Nairobi.	\$ 780
427	<u>Partnership for Productivity International</u> Planning activities for the Women's Action for Progress Conference- Caribbean/Central America.	\$5,056

428	<u>Pan American Development Foundation</u> Staff training	\$ 700
429	<u>Zambia Council for Social Development</u> Co-sponsorship with the ICSW of an Africa regional conference, "Social Development in the Africa Context: Opportunities and Constraints".	\$5,000
430	<u>World Education</u> In collaboration with the Development GAP, planning activities for a Caribbean Development Support Center.	\$9,500
431	<u>Project Concern International</u> Program Planning/Sudan.	\$4,258
432	<u>Volunteers In Technical Assistance</u> Participation in the Technology for the People Conference, an activity integral to VITA's Small Enterprise Development Program in Chad.	\$2,175
433	<u>Accion International/AITEC</u> Sponsorship of a Solidarity Group Program inter-country interchange which culminated in workshop held in Bgota.	\$7,000
434	<u>Partnership for Productivity International</u> Sponsorship of an Africa Strategy Conference in Lome focusing on responding to the food crisis in Africa.	\$5,000

CONSORTIA GRANTS

**AFRICA**

- |  |                 |
|--|-----------------|
| 1. Kenya Energy Non-Governmental Organisations Association ( <u>KENGO</u> ) - Kenya  | \$10,000        |
| Partial costs involved in production of KENGO News.  |                 |
| 2. Conseil des Organisations Non-Gouvernementales en Aide au Developpement ( <u>CONGAD</u> ) - Senegal                           | 9,817           |
| Contribution to the administrative and program costs of this new consortium.   |                 |
| 3. Federation Ouest-Africaine des Associations pour la Promotion des Personnes Handicapees ( <u>FOAPH</u> ) - West Africa Region | 10,000          |
| Contribution to costs of producing Solidarite, a publication of FOAPH.   |                 |
| <b>Total for Africa</b>  | <b>\$29,817</b> |

**LATIN AMERICA/CARIBBEAN**

- |  |                 |
|--|-----------------|
| 1. Caribbean Association for Rehabilitation of the Disabled (CARD) - Bahamas   | \$ 5,000        |
| Support for mini-industry program with organizations of disabled persons in Caribbean islands.   |                 |
| 2. Encuentro de Entidades no Gubernamentales para el Desarrollo (Encuentro) - Argentina  | 10,000          |
| Support for seminar program of the consortium.   |                 |
| 3. Centro Dominicano de Organizaciones de Interes Social (CEDOIS) - Dominican Republic   | 5,000           |
| Four months support added to original one-year start-up grant. The new grant covers partial administrative and specific program costs during the period when CEDOIS is waiting for anticipated funding from a U.S. Government grant to the Dominican Republic. |                 |
| <b>Total for LA/C</b>  | <b>\$20,000</b> |

**ASIA**

- |    |   |                 |
|----|---|-----------------|
| 1. | Social Services National Coordinating Council of Nepal ( <u>SSNCC</u> ) - Nepal   | \$28,270        |
|    | First year of anticipated two-year grant to strengthen the capacity of the SSNCC to provide services to its member agencies.  |                 |
| 2. | Voluntary Health Services Society of Bangladesh (VHSS) Bangladesh   | 15,000          |
|    | First year of anticipated two-year grant for VHSS's training and workshop program in community health for NGOs in Bangladesh. |                 |
| 3. | Sri Lanka National NGO Council for Water Supply and Sanitation Decade Service - Sri Lanka                                     | 10,000          |
|    | Support for the training and information component of the overall program of the Council.                                     |                 |
| 4. | Foundation for the Peoples of the South Pacific - South Pacific Region  | 10,000          |
|    | Support for the Coordinator of the Pacific Council for Development to prepare an organizational plan for the Council.         |                 |
| 5. | Sekretariat Bina Desa - Indonesia   | 4,866           |
|    | Meetings of NGOs and government representatives in three locations in Java.   |                 |
|    | <b>Total for Asia</b>   | <b>\$68,136</b> |

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**TOTAL CONSORTIA OBLIGATIONS DURING FY85:** **\$117,953**

SYNTHESIS OF PACT'S AFRICA STRATEGY

Starting with the commitment to devote 45 percent of all new funding resources to work in Africa, PACT will take a two-pronged approach to its work. The first would be a pro-active stance in the Sahel and adjacent drought-affected areas where approximately half of Africa funding resources would be applied to encourage new member activities to provide additional resources to existing ones, particularly those addressing aspects of the food crisis and those with a strong component of indigenous institutional strengthening. PACT's staff and institutional resources will be deployed in Africa in a proportion commensurate to the greater financial commitment to maximize the impact and learning returns from the Sahelian focus.

A major commitment will be made to honor members' desire to embark on a focussed collaborative effort designed with PACT support to address carefully identified needs in an area in which the potential is high for making a useful contribution as well as learning important lessons about effective development interventions. Ideally, this innovative effort would include a core of PACT members, indigenous organizations and perhaps non-member U.S. or international organizations. Thorough planning and early integration of evaluation and components targeted at learning lessons about specific hypotheses will be its hallmark.

Outside the Sahel, PACT will continue to (a) place emphasis on its ongoing relationship with African members (Togo and Zambia); (b) bring member resources to bear in situations where indigenous organizations can benefit from collaboration with member institutions, particularly in Zimbabwe and Kenya; (c) assist members to address their priorities elsewhere in Africa with funding, especially activities which enable them to expand their work, learn development lessons of value or enhance collaboration and dialog.

Cooperation with members in Africa will lend a higher degree of "hands on" involvement and intensive monitoring than PACT on its own can provide. This approach should enhance the impact of PACT-funded activities, particularly in the area of institution-building and provide PACT with more effective channels of communication for the learning aspects of its work as well as serve to enhance the effectiveness of collaborating organizations.

In keeping with the emphasis on human as well as institutional growth, PACT will identify a few local persons in target countries to provide part-time liaison with New York. This will serve the purposes of maintaining PACT's relationships in countries, identifying new project opportunities and, perhaps most importantly, contribute to the development of a knowledgeable cadre of development-oriented Africans whose skills are fundamental to the long-term viability of indigenous institutions.

"PACT will work with members to identify opportunities for collaboration and experimentation with new methodologies focussed on long-term self-sufficiency of indigenous organizations. It will attempt to create an atmosphere for PVOs to make commitments to activities with clearly identified outputs measured in terms of increased income, food production, health levels and community stability as well as continuing to attach emphasis to beneficiary participation in governance and evaluation of activities affecting them."

APPLE COMPUTERS GRANTS

LATIN AMERICA/CARIBBEAN

COLOMBIA:

Fundacion para la Aplicacion y Ensenanza de las Ciencias  
Fundacion Nacional para el Desarrollo Social  
Fundacion Familiar  
Corporacion Accion Por Antioquia  
Cooperativa Multiactiva de Desarrollo Social  
Centro Desarrollo Vecinal "La Esperanza"

HONDURAS:

Asesores para el Desarrollo

BELIZE:

The National Development Foundation of Belize

ECUADOR:

Fondo Ecuatoriano Populorum Progressio

PERU:

Asociacion para el Desarrollo e Integracion de la Mujer

PARAGUAY:

Fundacion Paraguaya de Cooperacion y Desarrollo

ROATAN:

Asociacion pro Desarrollo de la Islas de la Bahia (APRODIB)

CARIBBEAN:

Caribbean Assoc. for Rehabilitation of the Disabled (St. Kitts)  
Foundation for National Development (St. Kitts)  
National Development Foundation of Antigua & Barbuda  
The National Research & Development Foundation (St. Lucia)  
Farm to Market Limited (Dominica)  
National Development Foundation of Barbados  
Women & Development Unit (WAND) (Barbados)  
Association for Caribbean Transformation (ACT)  
(Trinidad and Dominica)

DOMINICAN REPUBLIC:

Mujeres en Desarrollo Dominicana

HAITI:

Haitian Association of Voluntary Agencies (HAVA)  
Groupe Technologie Intermediare D'Haiti (GTIH)

AFERICA

KENYA:

Kenya Energy NGO  
Appropriate Technology Advisory Committee  
Partnership for Productivity International

ZIMBABWE:

Zimbabwe Project  
Adult Literacy Organization of Zimbabwe  
Voluntary Organizations in Community Enterprise  
American Friends Service Committee

MALI:

Africare

SOMALI:

Africare

TOGO:

Conseil des Organismes Non Gouvernementaux  
en Activite au Togo (CONGAT)

CENTRAL AFRICAN REPUBLIC:

VITA

ASIA

INDONESIA:

Bina Swadaya

THAILAND:

World Education/Rural Friends/Good Books for Villagers  
VITA  
Meals for Millions

PHILIPPINES:

Freedom to Build  
Pagtambayayong  
The Asian Alliance of Appropriate Technology  
Practitioners (APPROTECH)  
Kahayag

BANGLADESH:

Village Education Resource Center (VERC)  
IVS

NEPAL:

Family Planning Association/Meals for Millions  
New Era  
Research Centre for Educational Innovation  
and Development (CERID)

SOUTH PACIFIC:

Foundation for the Peoples of the South Pacific - Tonga  
Foundation for the Peoples of the South Pacific - Fiji

**WOMEN, INFORMATION, AND  
PROJECT EFFECTIVENESS:**

**A REVIEW OF PACT FILES**

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Private Agencies Collaborating Together

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## PREFACE

This is a report derived from the experience of private voluntary agencies (PVOs) in their international development efforts. It is part of a broad-based effort by PACT, a consortium of PVOs in international development, to find more effective ways of managing information, reducing paperwork, and increasing the effectiveness of activities with and for the poor, female and male, of the Third World.

This report would not have been possible without the insights and help provided by all members of the PACT staff.

PACT member agencies and partners produced the documents which made this report and review of PACT files possible.

Several of the many people whose commitment to and publications about women in development have enriched our thinking agreed to comment on earlier versions of the document. We are particularly indebted to and grateful to Susan Bourque, of Smith College, Mayra Buvinic, of the International Center for Research on Women, and Nadia Youssef, of UNICEF, for their insights. They encouraged us to sharpen and at the same time broaden our perspective.

This report has grown out of the collaboration of many individuals and institutions. Any errors of fact, logic, and judgment, however, remain the responsibility of the authors, as do the opinions expressed in the text.

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## I. INTRODUCTION

Consideration of the effect of development programs on women's lives has been on the American agenda since 1973, when the U. S. Congress passed the Percy amendment to the Foreign Assistance Act.\* This made attention to Third World women's needs part of the law of the United States. The issue reached the international agenda in 1975, with the United Nations' declaration of International Women's Year. The subsequent Decade for Women (1976-85) has meant sustained and increasing attention to the subject.

Where does the Private Voluntary Organization (PVO) community stand on the issue at the present time? In June, 1984, David L. Guyer, President of Save the Children, Inc., and Chairman of the American Council of Voluntary Agencies for Foreign Service, testified at the Senate Committee on Foreign Relations' hearing on women in development. Among the comments in his prepared statement was the following summary:

While everyone says all the right words about women in development, we don't always design our activities in a manner consistent with our words. It is a real struggle. Somehow after all these years, we still tend to think of the development process with one part of our minds, and about women with another.

During the same month, the PACT Board of Directors passed a resolution stating that it placed a priority on this issue. The Board called on the consortium's members to join the staff in activities leading up to a consideration of the topic at its next meeting in December, 1984.

The rationale for attention to women's needs can be found in all three of the principles governing the allocation of PACT resources. First, PACT considers poverty a central issue: women have more limited access to resources than men in many cases. Second, PACT is concerned about participation: both as decision-makers and as members of institutions, women historically have been underrepresented relative to their proportion in the population. Finally, one of PACT's goals is to promote observable improvements in the conditions of life: such improvements are unlikely unless women have direct access to benefits.

\*U.S. bilateral assistance programs were required to "give particular attention to the programs, projects and activities which tend to integrate women into the national economies of foreign countries, thus improving their status and assisting the total development effort."

All too often, however, attention by international bodies, governments, and private organizations to the effect of projects on women's lives is seen as one more requirement added on to make development work more difficult. This is not the intention behind the setting of such requirements. Rather, they stem from a growing understanding that women's involvement as participants in and beneficiaries of development programs is closely related to the effectiveness and success of those programs.

## II. BACKGROUND

This document uses PACT as an example of an agency trying, like all PVOs, to improve overall program effectiveness. In 1983, the consortium launched a Management and Use of Information Program (MUI). Starting from the premise that information was an expensive and underutilized resource, the MUI Program found that development agencies were not managing or using information in a cost-effective way. Like so many other organizations, they seemed to be generating too much information, often at the wrong time and in the wrong place. Much information was not being used because it was not useful. It was not useful because it was not being properly managed.

The reasons for the inappropriate management and use of information were clearly many and complex. The program therefore started out with an analysis of the files of the 71 projects supported by PACT from 1980 to 1983. The aim was to identify the kinds of information PACT requested of its grantees, the way in which the information was requested, and the uses to which the information was put. From this there emerged a clear picture of five different functions for information.

Written information in the files under review was used:

1. to secure project funding;
2. to provide accountability;
3. to describe results;
4. to suggest lessons learned; and
5. to promote change.

The bulk of the information in PACT files served the first three functions. There was very little information either on lessons learned or on changes that needed to be made. If program effectiveness was to be improved, it seemed likely that more emphasis should be placed not only on describing the results of what PVOs were already doing but also on what PVOs were learning and, in the light of this, on what changes in procedures, practices and policies were necessary.

The files on the 1980-83 projects contained many references to women. Indeed, the subject of the anticipated effect of projects on women's lives was one of the four most frequently raised in staff review documents and in grant-awarding letters from the Project Selection Committee. In thirty-four of the seventy-one projects - almost half - PACT raised a question or made a comment about women. These "mentions" might be critical, complimentary, or neutral about a project's degree of attention to women's needs. Frequently, the Committee also requested additional information. One other finding was noteworthy: between 1980 and 1983, PACT's questions about women had not changed.

These two findings - the frequency of questioning and the lack of change over time - suggested that it would be useful for PACT and its members to take a more detailed look both at what agencies are doing in the field and at how agencies are managing information from their projects in order to learn from experience. The present document, which is a review of the PACT files, is a first step in this process.

### III. METHODOLOGY

The methodology for the review involved selecting from the 71 projects already mentioned, a subset of 21 for closer examination. These were (a) a selection of fourteen "general development"\* projects made in 1982 and 1983 in the water, small business, rural community development, and agriculture sectors; and (b) the seven projects identified by implementing organizations as women-specific. Eight of these 21 projects were funded through U.S.-based member agencies. File review was supplemented with interviews of member agency personnel in six of these eight cases.

The MUI methodology distinguished the women-specific projects from the rest of the sample (1) to see whether there were any differences between the two types of project -- both in the actual degree to which women were involved at field level and in the amount and quality of data in the files about the effect of their involvement, and (2) if so, to allow conclusions to be drawn from a consideration of the two.

\*The term "general development" is used throughout the paper to denote projects which address needs of the general population, rather than focussing exclusively on women.

In a 1980 publication from the United States Agency for International Development\*, Ruth Dixon emphasized the importance of looking at the differential effect of projects on men and women. Her statement of the problem is applicable to PACT and other PVOs:

We need a technique that will help us answer the question: under what conditions are women least likely to be disadvantaged by development projects, both in absolute terms and relative to men? Or, to put it more positively, how can we be sure that women as well as men, girls as well as boys, take advantage of new opportunities?

The MUI Program, following Dixon, chose to study three stages of the project cycle for evidence of women's involvement and the effect on development projects on women. The stages are: participation of women in planning and decision-making; access by women to benefits; and the impact of the projects on the lives of women. Examining the information available on these three stages is one way of determining both whether programs are meeting women's needs and whether information systems are well enough designed to allow PVOs to learn lessons from their experience.

The 21 projects chosen from the PACT files were for the most part too recent to have been evaluated fully. Evidence of the effects of projects on women's lives was therefore sought in the two most recently received evaluations from each region (Africa, Asia, Latin America/Caribbean).

An important caveat is in order regarding this methodology. Simply reading project files, even if interviews with U.S.-based staff are possible in some cases, is by no means an ideal method for learning about the reality of women's decision-making power or access to benefits, or the effect of the project on women's lives. Some projects which staff know to be helping women do not have much in writing on the subject, while others which include women in proposals or reports may not be doing much in reality.

\*A.I.D. Program Evaluation Discussion Paper No. 8,  
"Assessing the Impact of Development Projects on Women,"  
Ruth B. Dixon, May, 1980.

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The written record is not the final authority on what is actually happening; the oral tradition carried by PACT, implementing agency staff members, and project beneficiaries at all levels is extremely important as well. Given these limitations, and the fact that no field work has been carried out for the preparation of this discussion paper, the following examination of what the PACT files reveal must be put into proper perspective, and seen as a partial view of reality. Dixon found that few definite answers are available from the data on hand, and emphasizes that "the question of 'what works and what does not' in specific socioeconomic environments can be answered only tentatively and partially from existing documents." (p. 1) This review of PACT files confirms Dixon's findings.

Nevertheless, the evidence is presented here in an attempt to learn about PACT-supported projects' effects on women's lives and to analyze the extent to which PACT's and its partner agencies' information systems enable them to learn from experience. PACT's hope and expectation is that each agency reading this paper will use its own experiences, and its knowledge about the environments where it is working, to contribute additional insights.

#### IV. WOMEN'S INVOLVEMENT IN PLANNING AND DECISION MAKING

This section summarizes and compares data found in the PACT files on the involvement of women in planning and decision-making, both in general development projects and in women-specific programs.

##### A. General development projects

PACT's files on general development projects contain examples of five scenarios with respect to information on women's planning and decision-making roles. When the subject was mentioned, it was in the form of either a brief statement or a specific objective. When the topic was not mentioned, there may have been any of three reasons. Examples of each situation are provided in this section, from file and interview data.

1. Projects that did mention women's roles in planning and decision-making

a. Projects that made brief mention of women

A frequent occurrence was the brief mention of women's participation in project proposals, often through a "boilerplate" observation about women's expected role. For example, one water project proposal stated that "women have the burden of home management," implying that the burden would be lightened. Another said, "women spend up to six hours fetching water...the project will make more free time available to them." This kind of generality did not seem to be accompanied in most cases by a real effort to give women a decision-making role about the type and location of water supply systems, despite the well-known fact that women are the arbiters of behavior affecting the use of water for household and sanitation purposes.

A third water project grantee, when asked about women's role, observed: "At this point, very little solid knowledge about the role of women in the area of functioning of water supplies is available other than the commonplace wisdom that they are the main users of such facilities and the corresponding hypothesis that therefore they should be actively involved in water supply matters."

These examples from the water sector show that little information was provided in the files on the factors that would affect women's role in planning and decision-making. If PVOs are interested in the topic, observations beyond the brief, general statements exemplified above are likely to be necessary. For example, one might need information on other demands on women's time, the dynamics of community decision-making, the ratio of female to male staff in the implementing agency, and the involvement of formal and informal organizations of women in project activities.

b. Projects that had specific objectives for women's involvement

There were some projects where women's involvement was noted as a specific project objective. One small enterprise program carried out preproject surveys which showed a high proportion of the target population (micro entrepreneurs in the urban sector) to be female. The agency responded to this information by setting an objective that 80% of the beneficiaries be women. Another project's survey noted "almost no participation by women

in productive activities." Nonetheless, the agency's proposal set an objective of progressively incorporating women into vegetable production. A year later, the implementing agency had found a local, church-related women's organization to take over the women's component of the project, having decided to concentrate its own efforts on revitalizing the main cooperative in the community.

A third example of specific objectives related to women's involvement was a training project which was first turned down by the Project Selection Committee, which requested more information on a number of points before it could make a decision. Among the questions asked was how the needs of women were to be addressed. The agency responded by setting training objectives disaggregated by sex. The project was later approved, and was one of the few that not only set specific objectives by sex but also reported on its progress in that way.

Each of these three examples of a specific quantitative or qualitative objective provided a different lesson. The agency implementing the small enterprise program was not making a special attempt to reach women when it conceived its program, it was attempting to reach the poor; the feasibility study demonstrated that women are the poor, and merited special efforts to involve them in planning and decision-making. The project which attempted to start a separate component for women later decided that this was a somewhat marginal task, difficult to carry out.

The third agency set quantitative targets for its training program in response to PACT's questions; whether this actually made any difference, however, in the way the project affected women's lives is unclear from the written record. It seems as though women were participating primarily in training for traditionally "female" activities, as they might have done even without the PSC's special questioning.

This analysis of projects which did mention women's roles in planning and decision-making shows that general "boilerplate" statements were not particularly helpful either in describing or in focussing agency activities on the factors that affect women's involvement. In the projects where agencies set specific objectives for women's involvement, the files do not show how women participated in the determination of objectives and the planning of activities.

2. Projects that did not mention women's roles in planning and decision-making

When there is no mention of women's planning or decision-making roles in written files, other methods must be used to determine the reality behind the information gap. In this regard, interview data with selected member agencies were extremely helpful for an interpretation of the meaning of a lack of file information.

Three possible explanations were determined in this way. First, an agency might have seriously considered whether there was a need to involve women in the particular project, seen that the field situation did indeed show women to be already part of planning and decision-making, and decided not to mention these facts in the written documents it presented to PACT. This was the case for at least one project, where the U.S.-based PVO which submitted the project considers its local collaborating agency to be sensitive to the issue. Since there was no guideline from PACT about the need to mention this fact, the PVO concentrated its written material on other topics.

A second explanation comes from a project in which an agency also considered the situation of women, but decided there was no need to address the issue in a particular project. This agency, having examined the full context of the project and finding that other activities in the community--beyond those supported by PACT--did indeed involve women, consciously decided not to mention the issue. A third explanation is exemplified by a case where an agency which did not include any mention of women in its proposal had not seriously considered the need to do so in the field.

The sample's files show four additional examples (not yet supplemented by interview data) of cases where women's contributions to planning and decision-making were not mentioned in the proposals, and where PACT selected the issue as one on which to raise further questions. There did not seem, however, to be a consistent pattern as to when the staff or Project Selection Committee raised the issue.

Also, the type of questions raised by PACT varied widely. Sometimes the concerns about women's participation in the project were fundamental design questions about the project--including the strong expression of concern about the ultimate value and effectiveness of the project if women are not included. At other times, the questions were more focused on integrating women into the existing design--the this-is-nice-but-it-could-be-nicer approach. From the files alone, one could not tell which of the three possible explanations for the lack of mention of women was valid in each of these projects--or whether there are other explanations as well.

The lack of mention of women's place in planning and decision-making may be an indication that the agency has seriously considered the issue, but simply has not written to PACT about its conclusions. On the other hand, the lack of mention in the files may reflect a lack of attention in reality.

In summary, the general development projects showed a great diversity in their treatment of women's involvement in planning and decision-making, both in reality, i.e., at the field level; and in the files, i.e., at the level of how information is handled. Even when the subject was mentioned, there seemed to be little data available about the factors known to affect women's presence in or absence from planning and decision-making roles.

Do PVOs give adequate attention to the factors promoting or constraining women's involvement, and are they devising strategies to reach an appropriate level for project effectiveness? They may simply not be including such information in the papers on the general development projects. The methodology for this study involved supplementing the information found in general development project files with that in files on the sample's women-specific projects. The next section turns to this latter group of projects to see whether they provide any additional information about the field reality.

#### B. Women-specific projects

The women-specific projects must, of course, mention women; the "no mention" category found in the general development projects does not apply. But can the way information is handled in the women-specific projects help to explain in richer detail both the field level reality of general development projects and the way information could be handled to allow more lessons to be learned?

A number of the women-specific projects do yield rich data about the efforts of PVOs to incorporate women in development activities. This detail about methodologies for, and obstacles to, real involvement by women is one of the ways we have of learning what strategies might be used in general development projects to achieve true integration of men and women.

Overall, the files on the seven women-specific projects showed a relative lack of participation by women in the planning and decision-making of projects when some outside impetus, rather than the women themselves, generally initiated the activity. In addition, evidence indicated that even when the desire existed for full participation by low-income women, it was difficult to achieve this goal.

#### 1. Early stages of projects

Planning and decision-making at the early stages of the projects (i.e., the decision to organize, select an activity, and seek funds) did not seem to have been done by the low-income women themselves in any of the seven women-specific projects in the sample. In two of the seven cases, the original foundation for the women's project came from a research project that had been funded separately, without any prior assumption that an action-oriented program would result. In two other cases, the project grew out of an ongoing development program, as staff determined that women were not being sufficiently included in regular efforts and needed some specific attention if their needs were to be met. The other three projects were established in response to an identified need that fit the PVO's priorities such as work in a remote area, the availability of donor funds, or some combination of the two.

There is likely to be more than one reason for the importance of outside initiative in the planning stages of women-specific projects in the sample from the PACT portfolio. Although women in developing countries are well organized for their own purposes, they may be less confident and less apt to demand access to the resources of outside development agencies than are their male counterparts.

Also, the project sample itself was determined by PACT's organizational guidelines and capacities. With the mandate to support legally registered private voluntary organizations rather than to fund community groups directly, and with one representative for each of the three major developing regions, PACT is not likely to include in its portfolio projects carried out by self-help groups of either women or men. These groups may have taken steps to organize themselves, but may still not be in a position to write proposals, or to prepare financial and narrative reports for a donor agency thousands of miles away.

## 2. Later stages of projects

The women-specific projects reviewed here show that it was not always evident that women became involved in planning and decision-making, even when the desire to achieve this objective was present.

One example shows that individual women found it difficult to participate in planning and decision-making. Local treasurers were selected to assist in managing a credit fund provided by PACT in one of the projects it supports. However, these women did not feel comfortable in taking on as much responsibility for this role as had been planned. The PVO's staff member reported that she had to fulfill most of the local women's duties, and indicated that both more training and more self-confidence on the part of the women were needed. The impact section, below, indicated that one result of women's involvement was often increased self-confidence and willingness to participate in project and community activities. But the fact that they may not have had these qualities at the planning stage suggested that PVOs had to make special efforts to bring women to the stage of ability to participate. It is also important to note that the situation may be more complex than it seems at first glance. Reluctance to accept the management of others' money may have been a rational response in some communities, where past history may have demonstrated to people that such a task carries more problems than satisfactions. In other words, there may have been good reasons to slow the transfer of responsibility in the short run, in order to achieve the goal of full transfer in the long run.

Another example involved a case where the participation of a women's organization was important for a project's goals, and the rate of acceptance of responsibility by the local women was again a question. In this project, a national women's organization had been collaborating with the grantee PVO. The grantee, staffed primarily by U.S. personnel, handled the PACT money and paperwork itself for the first project year, but insisted on the collaborating women's organization being formally included as a contract signatory during the second year. Despite this, reports show, the women's group was not taking much initiative; once it laid out policy guidelines for the project, hired a staff member, and held two initial meetings, it relied on the grantee PVO and on a Peace Corps Volunteer to handle decisions. However, only the leaders of the local women's group had the authority to contact, or direct activities of, the regional affiliates of the women's organization; since the headquarters was not making such contacts a priority, the full potential of the project to reach and involve local women was not being met.

It is not clear from reports whether the women's organization was uninterested, overextended, in need of additional training, or some combination of these factors. Again, it may have been rational on the part of the women's organization to avoid additional participation in decision-making at this time. The steps that might have been taken to facilitate its greater involvement cannot be determined from the available file information. The grantee PVO may or may not have had the knowledge about what should have been done, or the time, resources, and skills to help its partner organization to achieve greater involvement.

The donor--in this case PACT--did not pursue the question to determine just what the situation was. This may have been an appropriate avoidance of donor interference, or a case where sensitive monitoring could have helped to improve project implementation. This opportunity to assist the local women's organization to prosper fits with the goal of many development agencies, PACT among them, to strengthen local organizations. Thus, three different objectives--increased decision-making by women, more rapid progress towards reaching development goals, and the strengthening of the local organization--might have been achieved if project monitoring had encouraged increased involvement by women in this case.

#### V. WOMEN'S ACCESS TO PROJECT BENEFITS

Project benefits are defined here as goods and services provided by the project, such as credit, training and material resources, as well as the results of these inputs during the project's implementation period. The general development project files contained, at most, a few paragraphs or pages per project about women's access to benefits during project implementation. There was some evidence that this information may have been included mainly to please the donor. Women-specific projects by definition restrict access to benefits exclusively to women. The files on these were reviewed, therefore, in an attempt to identify project experiences that might have implications for future general and women-specific project design. The files provided examples of various obstacles to women's access to project benefits.

## A. General development projects

Material submitted by agencies on general development projects in the sample either did not mention women's access to benefits (6 out of 14 cases), or included a brief section on some aspect of the subject (the remaining 8 cases).

### 1. Projects that did not mention women's access to benefits

The files on six of the fourteen general development projects in the sample did not contain mention by the implementing agency of women's access to benefits. This represents 42% -- almost half -- of the general development projects. Although the interpretation of this finding is of course subject to the same cautions as were highlighted in the previous section (page 9), two observations can be made. The first concerns access to benefits in the project. There may be a high degree of correspondence between a failure to gather information about women in projects and a failure to provide benefits to women.

The second concerns the handling of information. If the subject is not mentioned, it is unlikely that institutional learning and improved program effectiveness in meeting women's needs will occur in a systematic, cost-effective way. Dixon (p. 48) reinforces the point: "If girls and women are not specifically identified in project papers as intended beneficiaries, they are likely to remain invisible in planning and evaluation documents."

### 2. Projects that did mention women's access to benefits

Examples of brief mention of women's access to benefits ranged from a few sentences to a few pages of information per project file on the subject. The PACT project sample included three general rural community development projects, each of which mentioned women's involvement somewhere in its reports to PACT. One implementing organization wrote a cover letter with one page describing women's participation in its training courses, and in rural society in general. The second agency -- the one which had provided sex-disaggregated training objectives in response to a PACT request for information at the approval stage -- made a point of including disaggregated numerical data on attendance at training courses. The third organization provided 3 and 1/2 pages (out of a 28-page report) describing women's access to benefits. Some women were direct beneficiaries -- the report profiled six of them -- while others were described as receiving benefits indirectly, through their husbands' involvement in credit and training opportunities.

However, in each of these three cases, there is some evidence that the agency was providing the information mainly to please a donor which it knew to be interested in this subject. In the first case, while the cover letter to PACT did talk about women's participation, the full report, apparently intended for a number of donors, made no mention of the subject and had none of the quantitative data on trainees disaggregated by sex. In the second case, progress towards achieving sex-disaggregated objectives was reported, but there was no analysis of the figures in terms of whether the agency felt it was satisfactory or not and, if not, which obstacles had to be overcome in the future. In the third case, a trip report by a PACT staff member (prepared a year before the narrative report in question, but relevant nonetheless) stated that neither the organization nor its local cooperatives had seriously addressed the women's issue, and that it was likely that the agency was raising it primarily to respond to what it perceived as the requirements of PACT.

In summary, as was the case for women's decision-making and planning roles, the general development projects' attention to women's access to benefits varied widely. In cases where the implementing agency did not mention women's access to benefits, a strong possibility exists that no mention of women meant no direct access by women to benefits in some of the projects. In those projects where women were mentioned, the incentive for PVOs to highlight women's involvement in implementation -- both in reports and in reality -- seemed to come from the donor agency rather than from the implementing organization. This seemed to translate into coverage of the issue primarily on paper, rather than in the field.

#### B. Women-specific projects

This section first looks at two practical obstacles to women's full or continued access to benefits in PVO projects identified in the sample's women-specific projects. It continues with some questions about women's real access to sustained economic benefits. These issues apply to both general development and women-specific projects, but the files on the women-specific projects in the sample were richer in detail on the subject than those for general development grants.

1. Obstacles to women's access to benefits

a. Husbands' resistance

PACT files, and interviews with U.S.-based project managers, revealed evidence of barriers to women's access to project benefits. Two of the seven women-specific projects highlighted the problem of husbands' opposition to women's participation in the project. For example, one report described how the orders of the man, the "family head", are normally obeyed without discussion: "In general, the family head orders the women to stay in their homes, taking care of the children and their domestic duties." The agency reported that as a result of this the attendance of women at the project was lower than had been expected, and production was therefore less. This is a clear example of how access to benefits was lowered by male expectations of and restrictions on women's activities.

b. Desertion of trained promoters

A problem identified in two projects in the sample was the desertion of trained promoters. In both projects, several women had undergone training for project activities and then left the project because their newly acquired skills had enabled them to find other jobs. Thus, although these individual women had had access to project training, the majority of women in the project had been deprived of access to the benefits of training.

Both projects had to set new criteria for selecting trainees. Each devised a different solution. One project decided to hire older, married women - even though their level of formal education might be low -- who were more likely to stay in their rural communities than the younger women originally selected for training. Identifying long-term presence in the community (i.e., older women) rather than high educational levels (i.e., younger women) as a key criterion for the selection of trainees proved to be an effective strategy.

After recognizing the pattern of desertion, another project decided to train two members of each local group at once, thus making an extra investment as a kind of "insurance policy" against leaving the community without a promoter.

Each of these agencies saw promoter desertion as an obstacle to rural women's continued access to benefits from the project, and took steps to overcome the problem.

## 2. Generating income

Six of the seven women-specific projects involved productive activities, undertaken to improve women's direct access to real economic benefits. The subject is a complex one, but documentation of income-generating projects over the last five years has shown that many projects designed to generate income do not achieve this end, whether they are general or women-specific.

The women-specific projects in the PACT sample are spread widely along the spectrum of economic success. One cooperative had had severe management problems, preventing real economic gains for its members. Another's economic analysis showed that the women participants made money in the first year, but the project as a whole lost substantial amounts. A third project was achieving its goal of helping women handicrafts producers to upgrade the quality of their work, and to lower the rate of rejection by the major purchaser. The women's income per hour spent had thus increased dramatically. A fourth project had compared women's use of credit with a similar men's credit program in the area, and found that (taking labor costs into account) 50% of the men lost money in their enterprises, while only 27% of women did so.

In summary, the information on women specific income-generating projects in the PACT files conformed with an increasing body of findings in development writing that "income-generating" projects do not always generate income, and that those that do may not always be viable because of heavy subsidization of costs. At the level of the project, this has serious implications for women, since, as Dixon found: "The achievement of concrete economic benefits is a key motivating factor for maintaining group activities." (p. 46).

The women-specific projects reviewed here provided evidence of real barriers to increasing women's access to economic benefits. Examples of such barriers found in the present sample of projects were management problems, and lack of long-term capacity to generate running costs. In general, the project files showed little evidence of efforts to train women to assume the management responsibilities now being carried by the implementing organization, i.e., to prepare women for full control of the activities.

On the brighter side, evidence is available in the files about projects where women's income was increasing dramatically and where, in spite of the obstacles that women face in getting education and training, women were doing better than men in credit management.

### C. Comparisons and Conclusions

In earlier sections of this paper, mention was made of the possibility that information systems were not structured to allow institutions to learn as much as possible from their experiences. The information in the PACT files is obviously not a complete picture of reality. It does provide snapshots, most often of what is happening in PACT-supported projects, but all too rarely of why these things are happening. Understanding of why things happen in projects is crucial to successful project replication.

A comparison between the general development and the women-specific projects is interesting for the different insights it gives 1) on the possible effects of not mentioning women on poverty, participation and improvements in the conditions of life of women; 2) on responses to donor pressures; and 3) on practical obstacles to women's access to benefits. Both sets of project files are, however, interesting as much for the kinds of things they do not mention as for the topics they do mention. It is, therefore, worthwhile to examine some of the factors influencing women's access to benefits which were not found in the files from the sample of 21 projects.

For example, the files and interviews did not show examples of legal constraints to women's ability to use resources. There is evidence elsewhere that women's inability to own land themselves, or to sign loans in their own names, are among several legal problems which prevent full access to benefits in many cases. Does the lack of data on this imply that the problem is not faced in any of the projects in the sample? That the problem exists, but is not recognized? Or, that not only has it been recognized, but solved in some way? Whatever the case, PVOs need information of this sort almost as much as impact data.

Another key question on which little information was found is the issue of training. This is of special and critical importance to women for reasons given earlier both in social and in productive activities. The U.N. Voluntary Fund states in its "Forward Looking Assessment" that "the human development activities of the projects, such as participatory training, were and are essential to assist women to become more self-reliant, integrated productive participants in their societies."\*

\*"Forward Looking Assessment of the Activities of the Voluntary Fund for the United Nations Decade for Women," Preliminary Report, August, 1984.

Another recent study also shows "participatory and analytic training" to be an essential factor in the success of income-generating projects for women.\* To the extent that there is little file information about how training affects women's access to benefits in PVO projects, PVOs are likely to remain unaware of this issue and therefore unlikely to incorporate consideration of it in project design. The solution to the concerns raised in this section is not simply for donors to ask for ever more information from their grantees. Even if answers were provided to all the questions, it is not clear that the mechanisms are in place to allow lessons from one project to inform decisions by donor, implementing agencies and, perhaps most important of all, women and men in the communities where projects take place. The files of development agencies contain expensive information from which lessons could be drawn. The need now seems to be to focus attention and resources on collecting and sharing those lessons.

## VI. IMPACT OF PROJECTS ON WOMEN'S LIVES

### A. Limitations on the search

It would be problematical, and perhaps even unfair, to undertake a definitive interpretation of the absence of information in PACT's evaluations on impact on women's lives. Historically, PACT's questions about women focused primarily on whether agencies were concerned with women's needs and, therefore, how women would be "involved" in the projects themselves. Evaluation documents, therefore, have tended to inform PACT on women's participation in project activities rather than long-term effects on women.

It is PACT's goal to increase the social and economic conditions of low-income persons in developing countries. The impact of PACT funding should be measured in terms of achievement of that goal. Thus, the "impact" on women's lives through PACT funding of projects should be defined in terms of improvements in the social and economic conditions of women in the projects that PACT has funded. Accordingly, the review of

\*"Final Report of the Women in Development: Projects, Evaluation, and Documentation (WID/PED) Program," The Pathfinder Fund, Boston, 1984.

the files for information on impact concentrated on a search for evidence of the effects on women's lives, and beyond the implementation period of the projects which were funded. This approach, while inherently logical, was also self-limiting. It amounted to a search for answers to questions which had not been asked.

The projects in the sample used for sections IV and V (on Planning and Decision-Making and Access to Benefits, respectively,) were too recent to provide evidence of effects lasting beyond the project period. It was therefore decided to review the two most recent evaluations that PACT had received from each geographical region. In methodology, these six evaluations ranged from analysis and interpretation of quantitative data manipulated by computer, to a series of anecdotal descriptions of the lives of project participants. All were instructive and potentially useful for the purposes for which they were commissioned. However, they proved to contain only limited information on project impact on women's lives.

Another limitation on the existing data should be noted. PACT's resources are limited, and PACT wants to avoid creation of financial dependency or an inequitable distribution of its resources. Thus, PACT grants are for a limited period and the grantees are accountable -- both through financial reports and in project evaluations -- for a clearly defined set of outcomes. However, the definition of "end of project" is quite often different for donors, implementing agencies, and local women and men. PACT funding might be followed by another donor's funding to the same implementing agency. The local participants remain in the "project" long after the donors and implementing agencies have concluded their work. Post-project evaluations have tended to reflect what has been concluded rather than what has begun.

Therefore, the relative dearth of information on long-term impact in final evaluations is to be expected. But while the lack of information on impact cannot fairly be interpreted as reflecting adversely on the performance of grantees or of PACT itself, the lack of such information is a severe constraint to learning whether and how the PACT goals are being realized.

In the interest of brevity, and because the findings are so speculative, only four examples are presented here.

## B. Findings

In the first project evaluation, women were not mentioned at all. It assessed a water supply project. The original proposal had projected that approximately 25% of water maintenance trainees would be women. Obviously women were benefitting from the water supply project but the evaluation provided no means of telling either in what way or whether such benefits were likely to continue.

The evaluation for the second project in the sample, which, it should be stressed, is described as a mid-term evaluation, contained some sex-disaggregated statistics. These were percentages of male and female animators by age group, numbers of women's and men's groups, and percentages of men and women in mixed groups. Other data such as those about the degree of participation and the types of activities carried out are not disaggregated by sex.

In this case the evaluation data appear to be useful for determining levels of women's participation in project activities, but not useful for allowing the implementing agency to assess women's participation in planning and decision-making, women's direct access to project benefits, or the project's impact on women's lives.

The third project evaluation is for a project involving primarily (more than 80%) women farmers. The fact that the beneficiaries are almost all women is stated at the very beginning of the report and nowhere else. Obviously this is a case where the implementing agency felt it to be so obvious that the project was benefitting women that it did not have to repeat the fact in its evaluation.

The evaluation describes benefits to families from the project, the types of crops grown and the types of collective projects undertaken. In this case women are participating in decisions, gaining direct access to benefits, and changing some aspects of their lives. This is a clear example of information serving the first three of the functions suggested on page 2 of this review. The evaluation document is not useful for purposes beyond providing evidence of the short-term results of

activities. Questions of differential access to benefits, obstacles faced by women, and control by women over their own earnings have not been considered. It will therefore be difficult to determine whether the project will in the long-term improve women's lives.

In the fourth case, again a mid-term evaluation, the findings are backed up by exceptionally detailed figures, some of them disaggregated, notably access to project benefits and occupation of beneficiaries. Other statistics, which cover level of education of heads of household, participation in community work and training, and attendance at meetings are not disaggregated. The evaluation proves that women are benefitting from the project and that the project is producing impressive results. Indeed, the recommendations at the end of the report are based on an analysis of results and suggest changes in project design that need to be made. They will undoubtedly improve project performance.

By most standards this is an outstanding evaluation. It does not, however, mention factors in the project's environment that may restrict women's ability to benefit from the project in the long-term, such as land-tenure patterns, legal restrictions on women's access to credit, or income-earning opportunities that would enable women to maintain loan repayments. Such analysis would be expensive and will probably not be carried out until the "end" of the project, when it may be too late for the implementing agency to do anything about it.

### C. Analysis

In the four project evaluations reviewed for this section, women obviously did gain access to project benefits and resources, directly or indirectly. According to the project monitoring and evaluation requirements of PACT and the participating agencies, the projects did what they were supposed to do. However, the evaluation of each project did not produce information beyond descriptions of short-term results for women. They did not analyze contextual factors that tend to work against women in development projects generally or these projects specifically. Thus, the reporting and evaluation systems do not enlighten on impact. To that extent, they contribute little to learning.

VII. GENERAL CONCLUSION

This review of PACT files suggests that there is insufficient action and analysis concerning

- o women's participation in planning and decision making,
- o women's direct access to benefits, and
- o the impact of project activities on women's lives.

To fulfill their commitment to this issue, private voluntary organizations, PACT, and its members must take a more considered and deliberate approach to the needs of women.

## SELECTED QUESTIONS RAISED BY THE PAPER

### I. PLANNING AND DECISION MAKING

A. What are the factors that promote or inhibit the participation of women in planning and decision making?

B. What strategies are useful, and under what conditions, to ensure that women will participate in projects?

C. At the planning stage, what information is needed by participants, PVOs, and donors about women's status, roles, and needs? What steps should PVOs take at the beginning of the project to plan for the collection and analysis of this information?

D. How can PVOs identify and use existing information from projects and other sources to help in planning field activities?

### II. ACCESS TO BENEFITS

A. What are the barriers to women gaining and retaining access to benefits?

B. What strategies are useful, and under what conditions, to ensure that women gain and retain access to benefits?

C. What information is needed by participants, PVOs, and donors about the extent to which women have access to benefits?

D. How can PVOs identify and use existing information from projects and other sources to help in planning field activities?

### III. IMPACT ON WOMEN'S LIVES

A. What are the major factors affecting the longer term impact of projects on women's lives?

B. What information is needed by participants, PVOs, and donors about the impact of projects on women's lives? What steps should PVOs take at the beginning of the project to plan for the collection and analysis of this information?

C. How can PVOs identify and use existing information from projects and other sources to help in assessing impact on women's lives?

### IV. GENERAL

How can PVOs share what they learn about each of the three stages -- planning and decision making, access to benefits, and impact -- with other PVOs and with the wider development community?

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- Susan Caughman and Mariam N'diaye Thiam. "The Markala Cooperative: A New Approach to Traditional Economic Roles."

RECOMMENDATIONS OF THE WOMEN IN DEVELOPMENT COMMITTEE

APPROVED BY THE BOARD OF DIRECTORS IN JUNE 1985

1. A number of specific wording changes in the Goal and Policy Statements, to insert the words "men and women" in place of "persons".
2. Projects of PACT member agencies and others funded by PACT may already be integrating and benefiting women, but little data exists. The Committee recommends that all project reports and evaluations submitted by future recipient agencies disaggregate data by sex, and indicate numbers and/or percentage of women involved in various aspects of the project.
3. The Committee recommends that PACT member agencies be encouraged to submit projects, PACT staff be directed to give priority to projects, and the Project Selection Committee be directed to give preferential funding to projects which, all other things being equal, demonstrate heightened awareness of and commitment to the economic needs and role of women.
4. The Committee views its recommendations as only one step in an ongoing process at PACT. For this reason, the Committee proposes that it carry out two further functions over the next twelve months:
  - a. That several members of the Committee meet with PACT staff and the Project Selection Committee to discuss this Report and Recommendations and the implications for PACT activities;
  - b. That the Committee review its Report and Recommendations prior to the June 1986 Board of Directors' meeting, taking into account the experience of PACT staff, Project Selection Committee, and member agencies over the period June 1985 - June 1986, and recommend appropriate action to the Board for continuing or altering policy and/or procedures.
5. In addition to the above recommendations, the Advisory Committee believes that in order to play a leadership role, PACT must refocus its activities in the following ways:
  - a. Priority be given to Supportive Activities Grants that assist member agencies to:
    - undertake pre-project activities to assess the economic needs of women and to involve them in the planning of projects;

- design and use project monitoring and evaluation schemes to assess the involvement of and economic benefits to women;
  - train agency office and field staff to increase the involvement of women in all aspects of projects.
- b. Priority be given to Documentation Fund Grants that assist member agencies to:
- document new approaches to involving women
  - disseminate research findings on development and women
- c. Support be given to reinforce activities of Third World consortia specifically related to the economic needs of women and to share lessons learned.
- d. The Committee recommends that a follow-up workshop be held in 1986, if funding is available, to:
- share lessons of agency projects
  - review relevant research originating from outside the PVO community
  - review progress in PACT and its members since the November 1984 workshop
  - plan continuing activities

DOCUMENTATION FUND GRANTS

<u>Title</u>	<u>Agency</u>	<u>Amount</u>
1. The impact on Different Populations of the Solidarity Group Credit Mechanism in Four Countries of Latin America.	ACCION	\$10,000
2. FSP's Women Targeted Projects in the Solomon Islands, Kiribati, Fiji, and Tonga.	FSP	\$10,000
3. A Research Design to Investigate the Fitting of Services to African Entrepreneurs' Needs.	PfP	\$ 9,811
4. Implications of Size in the Techno-serve Enterprise Development Process.	TNS	\$10,000
5. Tototo Home Industries/World Education Work in Rural Income-Generation for Women's Groups in Kenya.	WORLD ED.	\$10,000
6. Documenting the effects of the Bina Swadaya Training Programme on Self-Reliance Group Activities.	BINA SWADAYA (Indonesia)	up to \$10,000
7. Documentation of IPRU's Rural Promotion Strategy.	IPRU (Uruguay)	\$10,000
8. PADF and NDF Experience in Tracking the Impact of Small Business Consultancy and Credit on Clients of Belize, Dominica, and Jamaica.	PADF	\$10,000
	TOTAL	<hr/> \$79,811

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## PACT CONSULTATION ON CONSORTIA REPORT OF AN INTERNATIONAL MEETING

In June 1984, representatives of 13 consortia from Africa, Asia, the Caribbean, Latin America, and the United States came together in New York for four days to discuss ways of improving their effectiveness. Private Agencies Collaborating Together (PACT) convened this Consultation on Consortia as part of its Management and Use of Information Program. The participants, an exceptionally experienced and dynamic group of practitioners, did the work.

The first part of the report presents recommendations from participants at the meeting. These include an Agenda for Action for consortia, for their international partners, and for PACT. There are also separate sets of recommendations from representatives of consortia in Africa, Asia, and Latin America, from PACT member agencies, and from the PACT staff.

The second part of the report presents the meeting's findings on four topics of major interest to consortia: (1) "How to Establish the Viability of a Consortium and Give it an Appropriate Pace and Scale of Growth", (2) "How to Strengthen Membership", (3) "How to Maintain a Balance Between the Needs of Members and the Needs of Consortia", and (4) "How to Establish Constructive Relationships With Outside Institutions."

PACT commissioned several studies of consortia in different parts of the world in preparation for this meeting. Other agencies have also produced informative papers on consortia. Brief summaries of reports about consortia in Africa, Latin America, South Asia and the Caribbean make up the third part of this report. Copies of the full versions of these are available on request from PACT.

The background studies and the recommendations that came from the meeting identified differences in priorities among consortia from different regions. Asia placed a priority on communications and working with women. Latin America was preoccupied with the role of outside agencies in its region. Africa wished to strengthen linkages within a continent still suffering from its divisive colonial legacy.

On major issues, however, there was a striking unanimity of opinion. When asked to identify the single most important determinant of a consortium's viability, the participants pointed to *agreement* among the members *about the basic goals, purposes, and values* of a consortium. At the other end of the spectrum, participants suggested that *inappropriate external funding* was the greatest threat to the viability of a consortium.

The record of the June consultation would not be complete without mention of the special atmosphere of commitment, enthusiasm, and international friendship that developed over the brief time of the meeting. Regional priorities may be different, but they can enrich the kind of dialogue in which the participants so generously engaged.

There is a lesson here for PACT and other international donors. PACT learned much from the participants, not only about consortia in different parts of the world, but also about PACT as a consortium. At a time of change for PACT and others, many of the insightful comments of colleagues from around the world are of particular relevance.

PACT is publishing this report as a means of broadening dialogue among consortia, NGOs and donors. PACT hopes that these recommendations, findings, and background materials can and will be used by others as reference points for their future actions, as analytical tools for monitoring their progress, and as an information base upon which they will continue to build.



PACT Chair Roland Johnson receives the final report

### Agenda for Action

As PACT's Consultation on Consortia wound to a close, the participants pooled their ideas and came up with a series of recommendations as a group. The recommendations fell into two categories: first, for the consortia themselves, and second, for external partners of consortia in particular PACT.

4. *International NGOs and consortia should involve local NGOs and consortia in all aspects of programming, implementation, and evaluation.*

#### Recommendations for International Partners

*The international partners of Third World consortia should:*

1. Continue to encourage the formation of consortia, since they provide a forum for national NGOs, and strengthen their international communications.
2. Establish relationships with Third World agencies beyond the channeling of financial resources.
3. Facilitate relationships and dialogue among consortia in the Third World, and
4. Place greater emphasis on gathering, processing, and distributing relevant information to Third World groups.

#### Plan of Action for Consortia

1. An attempt must be made to foster the establishment of *regional consortia* controlled and promoted by bodies from the region rather than by outside partners.
2. *Inter country meetings* are an important element in building the base for regional consortia. Participants agreed to devote time and resources to such meetings.
3. Priority must be given to two important areas of activity:
  - *Training*
  - *Strengthening communications*

#### Recommendations for PACT

*The participants urged PACT to:*

1. Place a long term funding priority on local consortia and private agencies.
2. Continue its policy of promoting Third World consortia, as a means of communicating with local groups.
3. Place greater emphasis on entering into a dialogue with other international donors.
4. Develop a mechanism for dealing with conflicts among its own members.
5. Internationalize its membership, and
6. Reduce its almost exclusive reliance on one major donor.

### The Consultation's Four Objectives

1. To identify ways to increase the impact of NGOs and local groups through consortia, voluntary resource organizations, or other means.
2. To identify among regions the important commonalities and the special concerns of consortia and voluntary resource organizations.
3. To identify, from the experience of the participants, ways that consortia and voluntary resource organizations can address the limitations or constraints they face in meeting the needs of NGOs and local groups.
4. To provide insight to PACT and PACT members for cooperating with consortia and other voluntary resource organizations to implement PACT's new goal statement that includes specific mention of strengthening local organizations.

# Recommendations from the Consultation: REGIONAL GROUPS, PACT MEMBER AGENCIES, AND PACT STAFF



## LATIN AMERICA AND THE CARIBBEAN:

### "Don't Put All Eggs in One Basket"

"Consortia are not the answer to everything," was the main message from the Latin American and Caribbean groups. They stressed that outside partners should continue to use various means of collaboration above and beyond the channels provided by formal consortia. Indeed the group urged its foreign partners not to use consortia as their main channel of support to Third World NGOs. With admirable modesty they suggested that it may be best, in the case of national consortia, only to give program funding to consortia for multi-member, integrated projects. While unable to generalize about consortia relations with national governments, the group suggested that more attention should be paid to relations with local government structures, as consortia can and should make an input into national policy.

- the process of establishing trust and common vision among consortium members is a long one,
- only when a consortium is ready can the members determine common goals and establish common policies, and
- some financial assistance may be necessary in the early stages of a consortium's life. All too often, however, financial inputs from the outside become more the problem than the solution. It is better for a consortium to rely primarily on its own initiative and funding in its early stages.

take a new look at things. Two questions would be uppermost in their minds:

(1) Are the consortia and their members in Latin America and the Caribbean determining their own direction, or are they being manipulated by others?

(2) Are the consortia and their members engaging in a sufficiently comprehensive and far-reaching process of analysis and reflection?

The group agreed that their attendance at the PACT consultation had persuaded them to look at and deal with donors differently. In the future they would examine why they were being offered funding by some donors. They felt that consortia and NGOs needed to know as much about donors as the donors knew about them. The process of reciprocal questioning would establish a relationship of equality and partnership between donor and recipient. It would also allow Third World agencies to understand how donors come to funding decisions. By the same token, the group suggested that PACT needs to be more open about its own operations and constraints with its Third World partners.

#### Next Steps

The group had positive things to say about the PACT consultation over the course of four days: they had gotten to know and trust each other. They would continue the friendships they had started over the four days of the consultation.

Their next task was for each representative to report back to the members of his or her consortium and urge them to

The group stressed that it had learned some valuable lessons about the institutional development of consortia. Among the most striking of these were:

- members of consortia need to have a unity of purpose and a clear view of what they want to accomplish through their consortium.

## ASIA:

### "Priority for Women"

The tightly-knit Asian group, benefitting from the preparatory meeting in Dhaka, Bangladesh, put its priority on enhancing and releasing women's potential as dedicated, innovative community leaders. Members agreed on a plan of action for consortia in Asia that would:

- (1) intensify and expand existing training programs for women community leaders, especially in the area of primary health care, leadership, and communications, and
- (2) organize programs to enable women to become knowledgeable about priority problem areas, as they are the primary motivators and teachers in developing countries.

#### Communication

The group acknowledged the need for action by consortia in Asia to strengthen communication services for consortium members and voluntary resource organizations. The Asian plan of action suggests that consortia in the region should put a priority on:

- catalyzing communication capacities within NGOs using local resources,
- collecting, processing, and disseminating existing information among NGOs and with external agencies, and
- encouraging and facilitating the preparation of innovative and participatory education and communication materials with the full involvement of the users.

#### Training

In view of the need to increase the management, financial, and technical skills of NGOs and voluntary resource organizations (VROs), the group recommended that consortia in Asia should put a priority on:

- training in management skills for NGOs,
- facilitating exchange visits and staff exposure to different NGO projects both at national and regional levels, and

- strengthening the capabilities of voluntary resource organizations in helping NGOs to become self-reliant in the delivery of creative training.

On a more general note, the Asian group pointed to the need to clarify and articulate the respective roles, functions, and responsibilities of consortia, NGOs, and external groups in the complex process of net working.

#### Next Steps

While the group agreed on the outlines of a plan of action for consortia in Asia, members stressed that their first task on arriving home would be to report back to their local constituencies in order to share the insights they had gained and the wider perspective they had acquired during the four days of the consultation on consortia. This feedback would be essential in situating their local programs in the context of the larger international perspective of the meeting.

#### Recommendations for International Agencies

The group called on international agencies active in Asia to support and catalyze the initiatives they had decided on in their plan of action.

- They hoped their international partners would:
- assist consortia and VROs to share personnel among countries,
- facilitate more regional dialogues among VROs on specific needs and issues, and
- support exploration of the possibility of establishing a regional consortium of consortia and VROs in Asia.

These three lines of action would not only reinforce local initiatives but would also lead to the dissemination of important insights throughout the region.

## PACT MEMBER AGENCIES:

### "Consortia Are Here to Stay"

Representatives from three of PACT's member agencies attended the meeting. The member agencies were International Voluntary Services, Inc., which sends qualified and experienced volunteers to the Third World, Goodwill Industries, which assists local organizations engaged in vocational training and employment of disabled persons, and Foundation for the Peoples of the South Pacific, which provides program support and technical assistance to community development organizations in the South Pacific.

The representatives of the PACT member agencies stated that the meeting had helped to reinforce their belief in the importance of consortia, in the priority given by PACT to working with consortia, and in the necessity for PACT to disseminate its knowledge of consortia more broadly than at present.

Consortia are a reality on the NGO scene in the Third World. They do and will play an important role in PACT's ability to achieve its revised goal of supporting and fostering local organizations' increased strength and self-sufficiency. The meeting brought out the common elements of the consortium experience in Africa, Asia, Latin America and the Caribbean. It validated and brought atten-

tion to the distinction between consortia *per se* and other voluntary resource organizations that provide services, information, and technical assistance to NGOs.

Most importantly, the four days of the meeting gave the PACT member agency participants the opportunity to work out an analytical framework against which they could assess the appropriateness of their interaction with consortia.

#### Implications for PACT and its Members: "Do unto others..."

- 1 The PACT members stressed that PACT can and should learn from the experience of other consortia.

- 2 The presence of an increasingly dynamic group of consortia in the Third World has far-reaching implications for PACT member operations in the field. PACT members must be increasingly sensitive to the existence of consortia and voluntary resource organizations in countries where they work.

- 3 PACT should continue to explore ways to strengthen consortia, both directly and through the members of PACT.

- 4 PACT needs to examine itself, as a consortium, against the analytical framework that was developed at the meeting, in order to improve its program effectiveness and long-term organizational viability.



PACT Asia Representative Tom Drahrman steers the meeting through the issues.

*Recommendations Continued*

**PACT STAFF:**

**"Meeting Raised Many Questions — But Now We Know They are the Right Ones"**

PACT staff was fully represented at the meeting. Apart from Carolyn Stremiau, Tom Franklin, and Winnie Bayard from the Management and Use of Information Program, which sponsored the consultation, PACT's Project Fund Staff was represented by Jim O'Brien, Project Fund Director; Carlos Castello, Latin America Regional Representative; Tom Drahtman, Asia Regional Representative; and David Smith, Africa Regional Representative.

The staff, in its final report to the plenary session of the group, said that it had learned important things about consortia, was clearer about some of the tensions PACT and other consortia faced, and had a better idea about the tasks challenging PACT in the future.

**Lessons**

The staff gained a heightened awareness of the sensitive nature of the role played by outside funders in the life of a consortium. Appropriate timing is crucial. Dependence by a consortium on a single donor is dangerous. Exclusive dependence on outside funding is counterproductive in the long run.

At field-level, a consortium of agencies with the same sectoral focus may be more able to achieve results than a consortium of agencies with no sectoral focus. At national level a multi-sector consortium, as long as its members have common values, may be more effective in protecting NGO in-

terests than a single-sector consortium.

Consortia must involve their members in leadership. Members must contribute time and resources to the consortium. It is difficult for consortia to take stands on issues, but most of them see this as an important role.

**Tensions**

PACT like most of the participant consortia at the meeting, faces various tensions. These tensions are between:

- field-level organizations and intermediary groups;
- First World agencies and Third World agencies;
- members and non-members;
- the needs of the consortium and the needs of its members; and
- the consortium's role as donor to NGOs and as partner of NGOs.

**Challenges**

In view of these lessons and tensions, the PACT staff faced three major challenges:

1. What forms of partnership should PACT develop with its Third World partners?
2. How can PACT make its work with Third World consortia an institutional priority?
3. How can PACT assess and evaluate its work with consortia?

**AFRICA:**

**"Second-Class Citizens"**

In a strongly-worded set of recommendations for future action, the group of African consortia charged that donors and international agencies had misunderstood the nature, needs, and roles of non-governmental organizations in Africa. Africa had been treated as a second-class citizen. There had been too much emphasis on short-term funding.

The Africa group stressed that consortia are a reality in Africa: their existence was no longer at issue. Indeed, where there are healthy consortia, there normally are healthy NGOs. Future action plans should place a priority, therefore, on strengthening regional linkages. In view of Africa's divisive colonial past, a premium should be put on fostering

sub-regional and regional communication between and within East and West Africa, and anglophone and francophone countries. The group recommended that the Africa region itself should carry out an in-depth analysis of consortia and voluntary resource organizations in Africa. More regional meetings should be organized. African consortia should try and influence the policies of donor agencies away from short-term funding.

Finally the group called on the members of PACT and other outside organizations to involve local NGOs in their operations and to put a priority on transferring their skills and information to their local counterparts.

**TWO REGIONAL MEETINGS PRECEDE PACT GATHERING**

**Report on PACT Regional Consultation on the Role of NGOs and Voluntary Resource Organizations (VROs)**

*Dhaka, Bangladesh, May, 1984*

Focus on the motivation and training of women. This was the consensus of national non-governmental organizations and voluntary resource organizations participating in a South Asia regional consultation sponsored by PACT. Convened to review and elaborate upon a report prepared for PACT by Chris Srinivasan on consortia in South Asia, representatives labeled women potentially the best development agents in many areas of social action. They called upon consortia and voluntary resource organizations (VROs) to organize panels of women trainers and consultants to cooperate

with NGOs in this most important endeavor.

Also highlighted was the need for participatory education and "communications software," and workshops in human relations and "the delicate process of actualization of people."

Participants verified the Srinivasan conclusions that VROs can effectively facilitate collaboration among NGOs and improve relations with external groups. But they cautioned that the resource organization role must always remain a supportive one, and that special care be taken where finances are involved.

Reiterating the danger to relationships that fund transfers can mean, the group recommended that members, if consortia not handle this role, and that others do so only after relationships with recipients are well-established and values are clear.

Finally, participants urged moderation in the growth of VROs, in the centralization of functions, and in the pursuit of external relationships. The key is facilitation and not dominance of what must always remain a bottom-up development process.

**First Latin American and Caribbean Meeting on Non-Profit Consortia, Sponsored by SOLIDARIOS**

*Dominican Republic, March 19-21, 1984*

Representatives of eighteen Latin American and Caribbean consortia, meeting in the Dominican Republic, have identified a value in coordinating not only their members, but themselves as well. Concluding a three day meeting in March 1984, in which they analyzed the roles, service financing and communications functions of national, regional, and international consortia, these participants moved to establish a coordinating mechanism for consortia by agreeing to the following actions:

1. A five member committee was appointed to direct the exchange of information on activities and members quarterly during the coming year; identify and recruit new consortia to join the current group; and develop recommendations for a more permanent coordinating mechanism.
2. SOLIDARIOS, an international consortium of na-

tional development foundations, will act as ad hoc secretary and develop a directory of Latin American and Caribbean consortia.

3. The consortia would meet again, tentatively in March 1985, to pursue further the possibilities of effective coordination. A probable theme would be ways to obtain more equitable relations with international donors, and representatives from that sector would be invited.

These conclusions emerged after detailed discussions of each consortium's history and functions, and after identifying considerable commonality in the roles they played and their stages of formation. A three stage model linked consortium growth to services provided and resource use, suggesting an organic approach to successful consortium development.

In Stage 1, or Initiation, consortia must focus on developing a group identity and on survival. Services are limited to information exchange, representation, and orientation to avoid duplication in project work. In Stage 2, Consolidation, consortia provide training, program and project-related advice, assistance with feasibility studies and evaluations, and coordinate joint projects. Financing during both these stages is best drawn from membership quotas, government and the private sector. During Stage 3, Projection, the consortia identify and channel resources for their members' projects, and seek the financial support required from international donor agencies. At this stage, mature consortia can manage larger financing in a productive manner and support more profound project efforts at the local levels.

# FOUR WORKING GROUPS ADDRESS KEY ISSUES

## WORKING GROUP ONE

### How to Establish the Viability of a Consortium and Give it an Appropriate Pace and Scale of Growth

The working group on viability and pace and scale of growth was able to draw on its membership to produce a useful framework for analyzing the evolution and development of consortia.

#### Why Do NGOs Form Consortia?

EITHER a group of agencies with common interests, specializations, and aims decides to join together around a specific issue.

OR a group of agencies with widely differing interests, specializations, and aims decides to explore the possibility of working together for a common purpose.

OR the situation in a country may necessitate that all private agencies be accepted as members of an officially mandated consortium.

It is important for people dealing with consortia to understand the genesis of different groupings since the motivation of the members has a direct impact on the ability of the consortium to perform different tasks.

In general, however, whatever the genesis of the grouping, agencies form consortia to respond to four major needs:

1. to overcome the limitations of isolated individual actions;
2. to obtain access to important information;
3. to obtain access to scarce resources; and
4. to develop strength vis-a-vis government or external agencies.

#### How Do Consortia Develop a Cohesive Membership?

EITHER dissatisfied members choose to drop out of the consortium because they do not agree with the directions it is taking.

OR the consortium builds on the initial agreement to join together by involving as many members as possible in the development of a common philosophy or purpose.

OR the consortium sets up a mechanism for reviewing membership.

One of the most important insights gained at the Consultation on Consortia was that whatever the process for forming a consortium and whatever means were used to ensure committed and viable membership, *agreement among members about basic goals, purposes, and values of a consortium is the single most important determinant of its viability.*

All consortia need to develop growing member commitment to their values. This is an evolutionary process that may take the form of

- identifying common needs;
- developing a common philosophy and purpose; and
- using common methodologies in accounting, planning, programming and evaluation.

#### How Do Consortia Maintain Viability?

*Consortia will change in response to stimuli from their members, their governments, their donors, and their environment. Without such change, it is difficult to maintain viability.*

As a consortium works to build agreement about a common purpose and the most appropriate direction to take, there occurs a long and difficult process of establishing trust and confidence among the members and between the members and the consortium. Such trust and confidence will only emerge from concrete action, services delivered, information provided, and interventions made at the right time; it will not grow from rhetoric. A major determinant in building trust and confi-

dence is the *consortium's ability to promote joint activities by a group of members.*

Collective action requires some kind of participatory leadership. Members must be educated about their roles and responsibilities. The leadership of a consortium must not allow power to develop around one particular member. The leadership of the consortium must be accountable to its membership very early in the life of the consortium.

#### What are the Factors That Most Threaten the Viability of a Consortium?

While the group recognized the consortium's legitimate need for resources, there was nearly unanimous agreement that *inappropriate external funding was the major threat to the viability of a consortium.*

1. Until a consortium has developed a unity of purpose and a trust relationship with its members, it should not seek major external funding.

2. The funding of members should not be the major function of a consortium unless the consortium has developed a clear purpose beyond funding. There is a danger that outside funding will become an end in itself.

3. A consortium whose sole purpose is to fund its members is very vulnerable.

- When funding is withdrawn, the consortium is likely to dissolve.
- The availability of funding tends to create competition rather than cooperation.

4. The timing of outside funding interventions is critical. If funders intervene too early in the life of a consortium they may create a superficial but fragile unity at the expense of the development of a common purpose.

**A VIABLE CONSORTIUM IS LIKELY TO BE ONE IN WHICH:**

- MEMBERS MAKE A SIGNIFICANT FINANCIAL CONTRIBUTION;
- MEMBERS DONATE TIME AND TECHNICAL ASSISTANCE;
- MEMBERS USE THE CONSORTIUM AS A FORUM FOR LEARNING;
- MEMBERS HAVE ACCESS TO IMPORTANT AND USEFUL INFORMATION;
- ACTION IS PLANNED IN RESPONSE TO THE NEEDS OF THE POOR



Selim Ahmed, left, of Bangladesh and Jacob Pfohl of the United States review issues.

## WORKING GROUP TWO

### How to Strengthen Membership

The Working Group on ways that consortia can strengthen the capacity of member agencies saw communication as the most important element in giving services to members.

Various strategies recommended were:

- A consortium can provide assistance for program management. Consortium staff can help member agencies prepare proposals, carry out institutional planning, engage in team-building exercises, and organize evaluation.
- A consortium can provide a place where members can meet each other, discuss problems, and decide on joint actions.
- A consortium can arrange for the matching of available resources with priority member needs.
- A consortium can notify member agencies of important events and developments at field or capital city level.
- A consortium can increase members' understanding of development problems by publishing reports, relevant statistics, and other information which tends to be scarce at field level.
- A consortium can facilitate information exchange, discussion, and contacts between member agencies and government at different levels.
- A consortium can increase

member agencies' financial management skills.

- A consortium can act as a broker between member agencies and external funding agencies.

Consortia can use different techniques to implement these strategies:

- Allocate human and financial resources to the production of newsletters, articles, and publications, and ensure members are involved on the editorial boards of such publications;
- Convene frequent meetings of groups of member agencies, government officials, external donors and community groups;
- Make constructive use of local media such as newspapers, radio, television, or local cultural groups;
- Organize working groups around priority topics;
- Run training sessions for member agencies;
- Provide funding for a member agency to train other member agencies;
- Set up committees of member agencies for different sectors of member agency work;
- Plan staff travel so that staff visit member agencies as often as member agencies visit the consortium; and
- Involve member agency staff in providing technical assistance to the consortium.

#### PACT Consultation on Consortia

This report was written by Tom Franklin and Carolyn Strenlau, co-directors of the Management and Use of Information Program, with the assistance of Elaine Edgcomb.

Margaret Crouch, Senior Editor of Volunteers in Technical Assistance (VITA), assisted with design and layout.

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Discussion Group

WORKING GROUP THREE

## How to Maintain a Balance Between the Needs of Members and the Needs of Consortia

One of the groups attempted to analyze the contradictions between the institutional needs of consortia and the needs of member agencies as they relate to consortia.

Consortia have three priority needs:

- *Credibility*
- *Survival*
- *Satisfaction of the needs of their members*

The needs of the member agencies are different. They are:

1. To get to know each other and build up contacts;
2. To coordinate activities and avoid duplication of effort;
3. To be recognized by government and by their peers;
4. To make cost-effective use of resources and gain access to services through economies of scale;
5. To gain access to and information about financial, technical, human and official resources;
6. To confront challenges to their independence and autonomy;
7. To gain a greater influence over government and donor policies and planning; and
8. To increase their effectiveness at project level.

Given that the members have somewhat different needs from their consortia, consortia are constantly faced with the need to maintain a balance between their own needs and those of their members. This is a maintenance task and, as with any balancing act, will never remain static.

This is not a zero-sum game—consortia must be responsive to the needs of members, but this in itself is not sufficient. Consortia must also lead their members. They must be innovative if they are to avoid becoming passive.

This tension can be creative. In order to make it creative there are several things that consortia must do.

1. Consortia can and should help members to upgrade their capability in development, but they must act as partners, not as the dominating force in the relationship. One of the best ways to do this is to remember that consortia do

not have to do everything. Members can help each other. The role of the consortium is to facilitate an appropriate definition of member needs and coordinate the response to those needs, whether from the consortium or from a member.

2. Doing the job is only one part of the task: the consortium must keep its members regularly informed of what it is doing if it is not to grow apart from its members.
3. The major maintenance task for a consortium is to ensure basic common values among its members.

Maintenance of common values is important if a consortium is to take a stand on key issues affecting development policy and NGOs. In order for a consortium to be an effective policy advocate:

- members must concur with the position the consortium adopts; and
- members must remain united in the face of challenges from external institutions.

### There are No Solutions

The meeting could not offer a solution to the question of how to maintain a balance between a consortium and its members. It did, however, provide analytical tools that consortia and their partners can use for assessing effectiveness.

- Try to assess the state of the balance between consortium interests and member interests;
- Try to assess whether members share basic common values;
- Try to assess whether the consortium promotes innovation among its members;
- Try to assess whether the consortium makes optimum use of member resources; and
- Try to assess whether the consortium does enough to keep its members informed of its activities.

## WORKING GROUP FOUR How to Establish Constructive Relationships With Outside Institutions

### Advantages and Disadvantages

The group was aware that no strategy proposed at the meeting was likely to provide a panacea: every approach had positive and negative aspects.

Consortia are in a privileged position to expose outside agencies to local reality, and are better positioned than their members because they have a more global vision of the NGO perspective and a broader outlook than a single NGO. Furthermore, there is a strength in numbers. A consortium, by grouping significant numbers of NGOs, can use the combined weight of its members to protect individual agencies from exaggerated intervention from outsiders.

Nevertheless, there are dangers for consortia in educating outsiders. If the consortium puts a lot of resources into working with government or outside agencies, its members may suspect its motivation and come to see the consortium as a "big brother" controlling the flow of resources to the membership. The consortium may also be able to take remedial action if, in spite of its briefing outsiders to the best of its ability, it fails to stop external agencies from misinterpreting the local reality.

### Relations With Government

What are the most appropriate ways for consortia to influence government policy and participate in government policy-making?

The most significant way is for consortia and NGOs to identify areas of activity which are new or unfamiliar to government. This happened with NGO initiatives with the environment, women, and the disabled, for example. In all three areas NGOs had advanced a process where government had recognized a need and allocated significant resources to meet the need. The lesson from this achievement was that consortia should play to the strongest part of the NGO experience, especially in areas where communities were heavily committed to the activity and where government resource allocation needed upgrading.

The group suggested that it was not always necessary to go straight to central government. Frequently an approach to local-level government was more appropriate. There are several ways of influencing government planning mechanisms.

- Form an advisory board and include representatives of local and central government.
- Accept government funding for part of the consortium's activities.
- Put pressure on government in areas where it is weak.
- Allow government to take credit for some NGO activities.

Each organization in the Third World is an autonomous body that has the capacity to make its own decisions, but those decisions are frequently influenced by other organizations. In its search for ways of establishing constructive relationships with outside partners, the group decided that those with the greatest capacity to influence their decisions were, in order of priority: government, donor agencies, international NGOs and multilateral bodies such as UNICEF and UNDP.

With this definition of "outside institutions," the working group decided that consortia faced three major tasks:

- (1) How to educate external agencies about the local reality;
- (2) How to establish suitable relations with government; and
- (3) How to promote constructive relationships with donors.

Under the topic of how to educate external agencies about the local reality, the group recommended a strategy of exposing donors and government to situations at community level. Consortia can play a constructive role in bringing outsiders into contact with projects in the field. Several strategies had been tried.

- Organizing site visits for outsiders;
- Accompanying visitors on such site visits;
- Briefing visitors about the dynamics of the local situation;
- Organizing seminars of local groups, government officials, and donor agencies in different parts of the country;
- Using national media such as the press, radio, and television, especially to publish success stories;
- Lobbying for NGO interests with government and donor agencies;
- Devoting time and resources to influencing government and donor policies; and
- Educating private sector businesses about NGO programs and perspectives.

In order for these strategies to be successful, however, the group was adamant about two essential preconditions:

1. Each consortium must put forward a clear and unified position on crucial issues; and
2. Each consortium must put a priority on establishing relationships of partnership and trust with outside agencies. Three practical steps would go a long way to establish such relationships:

- both sides must be open with information;
- both sides must promote the reciprocity and mutuality of criticism; and
- both sides must establish a responsible financial accounting system.

### Trade-Offs

Increased collaboration with government was also seen to have both positive and negative aspects. It was important to gain influence with government, but equally important to maintain the independence and privateness of the NGOs. Increased work with government also led to increased expectations by government of NGOs.

Consortia must guard against possible co-optation by government. It was difficult to maintain a delicate balance between influencing government and becoming an arm of government. It was important to allow government some credit from NGO programs but not to lose control of an activity to government. Government interest could lead to the politicization of a program and unwelcome government interference which might subvert and destroy the integrity of an NGO initiative.

### Relations With Donors

A consortium's relations with its donors also carried the promise of costs and benefits. The group recommended practical steps that a consortium must take in order to enjoy healthy relations with funders.

- Ensure that any agreements made with donors are clear and precise;
- Seek complete information on the accounting requirements, policies, and priorities of a donor before signing an agreement;
- Ensure that its accounting systems are strong enough to respond to the demands of a donor;
- Respect any agreements that it has signed;
- Send information on time; and
- Organize regular meetings with donors as a group.

### Setting Your Own Terms

There was a strong feeling in the group that many donors acted with arrogance towards consortia and NGOs. Consortia must resist this arrogance.

The group came up with several tough recommendations in this regard.

- Do not accept unrealistic requirements from donors;
- Do not compromise the organization in order to secure funding;
- Increase financial self-sufficiency over time in order to have weight in negotiating with funders;
- Never depend on a single donor for an entire activity or program;
- Set conditions on the grants that are received; and
- Press for longer-term funding. If short-term funding is disruptive, do not accept it. The trade-offs are clear.

# BACKGROUND STUDIES COMMISSIONED BY PACT

## PVO Consortia in Africa

Summary of a study by  
Alan T. Miller (1981, PACT)

Are NGO consortia an effective force for mobilizing resources toward locally-defined development goals in Africa? The Miller report responds to this query with a resounding "maybe." Consortia do tend to facilitate cooperation between government development efforts and those of private agencies. They also resolve many administrative problems that impede development work.

Joint program operations and resource sharing, the more critical elements in development action, are rare. Consortia which acquire technical staff and achieve financial independence from membership tend to abandon their service posture. Some implement projects on their own, and for all intents and purposes, become operational NGOs themselves.

Of the five consortium types identified by Miller, only "true consortia" are designed to promote a coordinated approach to program planning and implementation, and to increase the capabilities of NGOs to carry out their own projects. There are few organizations which fit this rubric. The majority falls within categories which are less clear-cut in terms of their potential development impact:

- "government-controlled", coordinating bodies founded or co-opted by governments, often encompassing large numbers of disparate NGOs;
- "single-purpose", aimed at a single objective or encompassing one functional type of organization;
- "study-groups" or "emerging consortia": focused on learning or discussions, some in the process of formation; and
- "ex-consortia": consortia that operate more like NGOs themselves, often in competition with their members.

Key to a consortium's aptitude for development is its attitude. Does the consortium's staff act on behalf of the NGO members rather than the consortium *per se*? Do the members demonstrate the necessary self-discipline so that all benefit? Locating a staff competent in program planning and financial management skills is also essential.

For PACT and other donors seeking to support development-oriented consortia, Miller, drawing upon the experience of European donors and his own investigations, makes the following recommendations:

- The emphasis in grant-making should be on programs benefitting the NGO members and their target-groups, the poor, and not the consortia *per se*.
- In addition to direct organizational support, consider financing package programs and small project funds with field-level development objectives.
- Move beyond limited project-based relationships to fuller partnerships in the development process. Be respectful of the freedom Third

World consortia require to develop appropriate strategies to achieve agreed-upon objectives. Expand communication beyond the staff and Executive Committee levels to involve member agencies of each partner.

- Be careful to foster financial autonomy: limit contributions to ensure donor di-

versification and stimulate income generation.

- Finally, facilitate learning among consortia within Africa, with others in the Third World, and with donor consortia. Building on others' experience can deepen the development potential of individual efforts.

## Voluntary Resource Organizations in South Asia

Summary of a study by  
Chris Srinivasan (1984, PACT)

Traditional consortia, or membership organizations of national NGOs, have had limited impact in South Asia. So concludes the Srinivasan report, finding greater potential in a larger support group of *voluntary resource organizations* which encompasses these umbrella organizations but goes beyond them to more service-oriented agencies as well.

As national voluntary agencies in India, Nepal, Sri Lanka, and Bangladesh make efforts to strengthen program impact, increase their contact and collaboration with each other, and improve their links with external organizations, umbrella or apex organizations alone cannot meet their needs. Only a minority plays active, relevant roles by facilitating learning and program collaboration, and assisting their members with external relations. Many restrict themselves to information collection, newsletters and annual meetings.

Filling the gap, service organizations offer training, communications assistance, and other program support without the requirement of membership. So do some intermediate organizations which mix service and membership functions in varying combinations in response to local needs. These services are priority requirements of national NGOs seeking to extend development capacity by improving the skills of their workers and by nurturing local resource people as facilitators, innovators, managers, and technical specialists. But their availability to date has been limited.

National NGOs require assistance in three other areas:

1. defining opportunities for collaboration among themselves and between NGOs and others;
2. obtaining access to important development information; and
3. helping existing projects and timely ideas "find" appropriate resources.

Voluntary resource organizations are called upon to provide these "membership" functions more forcefully than ever before.

In all these areas, non-financial support is more important than the direct supply of funds, which, in some instances, can constrain relationships. "Funds are not unimportant," says Srinivasan, "but are most useful when set in perspective and woven into a broader fabric of assistance which builds capacity in a variety of ways."

The report calls for direct cooperation among service and membership organizations to strengthen the program impact of national NGOs and to build effective collaboration. It also raises points for funders to consider when reflecting on their own roles in South Asian development. Most critically, it suggests that institution-building must be more directly linked with benefits at the community level, and support considered in that context. Recommended is a more profound dialogue among donors and NGOs at national level to review relationships, discover common aims, and increase the impact of voluntary work.



Akpala Kouassiri of Togo addresses plenary session.

## The Consortia Experience of Private Organizations in Latin America

Summary of a study by  
Douglas Hellinger (1983, PACT)

Establishing a common purpose, one that moves beyond purely organizational concerns, has been the critical factor in the evolution of successful consortia in Latin America. Hellinger's review of seven efforts to date underscores the prime importance of a broad commitment to social change on the part of member agencies. It suggests that underlying the more dynamic efforts is a common development philosophy: that "the empowerment of the poor through the development of their own organizations and the restructuring of society itself are necessary to bring about meaningful development and social justice." Efforts that have made other goals their primary concern—acquiring financing or providing common services, for example—have failed.

Similarities in the process of formation among positive cases highlight other significant factors:

- Local initiation, rather than stimulus by donors, is essential.
- The inducement to membership must be non-financial. Where member financing is an initial or primary purpose, failure can be expected. Modest and timely funding can, successfully help a consortium to sort itself out and set the right course, but overfunding and excessive intervention by donors has had detrimental effects.
- Membership needs to be selective, socially concerned, and common in vision. The three major attempts at broad-membership consortia have failed, but those four that have sorted their membership out, over time, have shown greater promise.

- There needs to be a careful gestation period in which a knowledge base and group cohesion are created and objectives are sharpened.
- And finally, this must translate into a design which turns knowledge into joint action, action directed at a much larger purpose than NGO development itself. Field-level programs aimed at creating new structures controlled by the poor, influencing public policy, and reorienting donor financing are three priorities for consortia and donor concern.

Consortia that have exemplified these characteristics have been few in number, and Hellinger concludes that the experience in Latin America has "on balance... been of only moderate importance." Those interested in ways to achieve impact beyond the limited potential of NGOs working individually should consider other modes of collaboration as well. Networks orchestrated by one or more organizations on an ad hoc basis have also demonstrated development impact, and they avoid the "pains and expense" of consortia development.

To PACT and other donors seeking guidance on funding consortia, Hellinger makes two recommendations:

1. Be sure that the consortium has a well-defined philosophy and objectives that move beyond narrow member concerns and are consistent with donor mandate and values; and
2. Provide support in a responsive and low-profile way, so that it enhances the formation process rather than subverts it.



Robert Ransom, left, of the United States, and Vukani Nyrenda of Zambia compare notes.

# CASE STUDIES OF FOUR CONSORTIA



The Africa group at work



Consortia representatives compare experiences

## Report on CONGAD Senegal

Summary of a study by Lillian Baer (1984, CONGAD)

Diversity is the hallmark of CONGAD Senegal. Lillian Baer's case study describes a relatively new national level consortium which seeks to exchange information, encourage collaboration, and provide procedural assistance to 28 member agencies characterized by their lack of a tight, unifying purpose. Unlike the cases described in Hellinger's Latin American study, "the variety of members has been seen as an advantage in that it brings into the consortium the diversity of interests and activities engaged in by the private voluntary sector in this country." CONGAD has constructed only two membership tests: that organizations be nongovernmental and that they work in development. Further, that last item has been construed broadly to include what others might consider social welfare as well.

To date, this has posed little problem. CONGAD has focused more on information sharing and informal assistance in resolving members' problems than on more active, program-related roles. Its formation process has been slow and strategies are only now being defined. CONGAD accepts the potential hazards of its membership policy (difficulties in determining a cohesive strategy, conflicts over funding) as the price for creating a potentially more powerful vehicle for improving NGO impact at the national level.

Although early in its development, CONGAD has addressed many problems commonly faced by consortia elsewhere. To overcome the tendency of consortia to devolve apart from members, the founders decided to keep the structure light, with a strong and powerful executive committee, elected from members. Sensing the danger that funding can mean to a new organization, CONGAD has avoided the donor role so far. But this has restricted the help it can provide its members, and pressure exists to accept funding for member projects. In response, CONGAD has agreed to establish a closely supervised fund for emergency purposes but overall policy is yet to be worked out.

To avoid dependency, funding for the organization's administrative expenses is derived from membership dues. Grants for program expenses have been sought from a varied group of donors.

Currently, CONGAD faces the challenge of developing a program which clearly benefits its members and the communities they serve. To date, communication is the service, but there is a need to go beyond this to provide concrete support of a more programmatic and technical nature. To find out how it will respond to this, readers must await another case study, yet to be written.

## The Role of Voluntary Organizations in Resource Mobilization: The Case of Kenya

Summary of a study by Achoka Aworoy (1984, KENGO)

Community-based development in Kenya requires active, service-oriented networks and more consistent donor agency support. So states KENGO, the Kenya Energy Non-Governmental Organizations Association, in its case study for the PACT consultation. Noting that small, voluntary community development groups form the backbone of efforts to increase rural farm production and improve the subsistence economy in other ways, KENGO argues that consortia, preferably to be called networks, must be judged by their potential to meet the needs of that sector in Africa.

More than offering information exchange, membership registration and annual meetings, networks must play a catalytic and promotional role organizing issues-oriented

workshops, linking service providers with potential users, advocating voluntary development programs at government and international levels, and transferring technical information in simplified ways.

Networks also must mobilize resources for their members. But this entails more than fund transfers. For intermediate organizations, it involves assistance with project planning and proposal formulation, and making links with donor groups. For village-level groups, it requires that the network act as a filter, seeking and receiving external funding and channeling it in the form of technical assistance, training and material inputs.

Few networks presently accomplish all these functions well, because they suffer from

a lack of funds, skilled staff, and institutional infrastructure. Here, international donors are challenged to play a more supportive role. KENGO criticizes donor attitudes, citing their preference for international NGO networks in Africa, and for policies that restrict funding to the short-term at low levels. "Short-term funding is appropriate where physical structures or material input is required, but not

where the objective is to catalyze and to promote a permanent process of positive change," states KENGO. "By insisting on one-year project cycles, . . . donors contribute greatly to structural weakness and project failures in Africa."

As do consortia in other regions of the world, KENGO calls for more equitable relationships and a true spirit of partnership in the development process.

## Encuentro de Entidades No Gubernamentales para el Desarrollo—Argentina

Summary of a study by Carlos Buthet (1984, Encuentro)

Establish a commitment to achieve social change by supporting the organization of marginalized people. Acquire a common understanding of the socio-economic milieu, and of the possibilities for effective popular participation within it. Develop a profound understanding of each other's goals, objectives, structures, programs and experience. And then construct a coordinating mechanism aimed at increasing private sector effectiveness via joint programming, resource sharing, the creation of common services, and other means. This, in short, is the prescription of Encuentro, or the Forum of Non-Governmental Organizations for Development, as posited in its study written for PACT's consultation on consortia.

Only recently established legally, Encuentro presents the case of a group of agencies evolving over seven years into a cohesive body characterized by its focus on concrete program development at the local and regional levels. Emphasizing the complementarity of its members, the consortium has effected a series of collaborative projects by members, considered the formation of new institutions to fill gaps that no others could complete, and undertaken a number of supportive services in training

and documentation to support its program-oriented thrust.

At the same time, it has moved to present a unified voice in national and international spheres, demonstrating the experience of private agencies and their competence to speak out on issues of importance. With national and regional government authorities, it has advocated a role for NGOs in sectoral policy formation and execution, as well as represented the interests of the poor constituents they serve. With international donors, the consortium has sought a more mature dialogue about funding priorities and local needs, hoping to achieve more effective resource allocation thereby.

In all of these endeavors, Encuentro members have moved slowly, after study and deliberations, and with full consensus. Resources have derived principally from member contributions and small supporting grants by PACT. With its legal identity acquired, and 15 founding members, the gestation period, described in detail in the study, is over. Joint development programs of an ever more significant nature are expected to follow, along with membership expansion, as this consortium proceeds along its careful and well-defined course.

## Case Study of CONGAT—Service, Togo

Summary of a study by Dr. Ibrahima Diallo (1984, CONGAT)

CONGAT, the Council of Private Voluntary Organizations Operating in Togo, by its aim of promoting and incorporating all voluntary agency effort, offers the most promising framework for extensive NGO collaboration in that country. This is the conclusion of Dr. Ibrahima Diallo, author of the CONGAT case study.

CONGAT and CONGAT-Service, its operational arm, encourage contact among NGOs and between them, government, and external partners; promotes collective projects; assists institutional development and supports women's development activities. In the area of resource mobilization, it links NGOs with donor agencies, assists with the proposal process, and in some cases, helps with project implementation and financial management. In the area of programming and management, technical staff have helped member agencies address specific internal management problems, as well as offered progressive training

to increase staff competence and improve field performance.

To increase collaboration, CONGAT has undertaken studies on NGO activities, organized sectoral and regional meetings and published a liaison newsletter. It has helped members "move towards and integrate their activities into national development policies defined and coordinated by the government, especially in the area of food self-sufficiency."

In all of these areas, CONGAT seeks to strengthen member impact at the project level, enhance their credibility with government and donors, and achieve greater cohesiveness in programs. Constraints include staff and funding limitations. To what extent, CONGAT asks, are donors willing and committed to financing projects through CONGAT-Service "in order to ensure optimal coherence and better management" and to help "develop a strategy of basic self-sufficiency for NGOs?"

## Participant List

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\* PACT Member Agency

## Consortium Follow-Up In the Pacific

The Foundation for the Peoples of the South Pacific (FSP) has worked closely with PACT during preliminary discussions with six newly formed Pacific Island Trust organizations on the feasibility and advisability of formalizing a Pacific-based consortium. After the June 1984 PACT consultation, FSP brought in an experienced South Pacific consultant, Canon Rex Davis of the United Kingdom, to work with FSP and PACT staff on final plans for a consortium conference.

Simultaneously, John Roughan, the FSP Adviser-Trainer with the Solomon Islands Trust, surveyed five of the six local Pacific institutions (Papua New Guinea, Solomons, Vanuatu, Fiji and Tonga) to talk with staff and trustees about the pros and cons of such a consortium.

The consortium conference was held in Tonga in September, 1984, and was impressive both from the viewpoint of the serious in-depth approach to the question by the Pacific Island representatives and from the aspect of their enthusiasm for the idea of networking. In fact, if Pacific Islands delegates had a criticism of the conference, it was that the agenda spent too much time on preliminaries when they would have preferred to grapple with the way such a network could operate for the benefit of its members.

PACT's international experience and evaluations of consortia and the caveats of the June conference were valuable to the Tonga conference. The Pacific institutions attending the Tonga conference agreed to form a network. The network's core budget will be supported by members' dues. The participants were eager to see a secretariat established with a small budget. They asked that the Tonga Trust provide the provisional trustees and secretariat with recommended by-laws and an institutional structure to be considered at a fall meeting in 1985.



SUMMARY OF ACTIONS TAKEN BY THE EXECUTIVE COMMITTEE DURING 1984

1. Approved amendments to "Supportive Activities Fund Guidelines" and stipulated retention of "matching requirement" for this type of PACT grant.
2. Monitored regularly the progress of the Learning and Linkage Program, as requested by the Board of Directors.
3. Monitored regularly the financial reports of all PACT operations and activities, as requested by the Board of Directors.
4. Monitored regularly the AID/PACT grant relationship and advised the Executive Director. The Committee periodically formally expressed their satisfaction "with the preparations and recommendations of the Chairperson and Executive Director."
5. Received the Annual Report by the Chairperson of the PACT Project Selection Committee.
6. Implemented the directives of the Board of Directors in the election of one new member to the Project Selection Committee.
7. Reviewed and approved the final revision of the PACT Membership Policy and Guidelines Statements, as requested by the Board of Directors.
8. Authorized PACT to contract with legal counsel to assist in the collections of fees past due from one agency participating in the Group Benefits Program.
9. Approved proposed agenda for meetings of the Board of Directors.
10. Reviewed and made recommendations to the Board of Directors for the 1984 Budget.
11. Received interim reports from the Program and Governance Committees of the Board of Directors.
12. Monitored regularly the planning and production of a "Concept Paper" for AID, and made recommendations to the Chairperson, Executive Director and Special Committee (Warren Wiggins, Thomas Fox, Robert O'Brien) for conducting business with AID re Concept Paper.
13. Received and approved the resignations of the Executive Director, Robert F. O'Brien, effective December 31, 1984.
14. Approved recommendation of Chairperson to appoint a Search Committee to seek a replacement for Robert F. O'Brien, Executive Director.

15. Provided oversight to Staff and Project Selection Committee regarding obligation of funds for grants for new projects in Fall, 1984. Approved actions of Project Selection Committee at their October 17, 1984 meeting.

SUMMARY OF ACTIONS TAKEN BY THE EXECUTIVE COMMITTEE DURING 1985

1. Recommended Board endorse and lend support to gain acceptance of PACT funding proposal to AID.
2. Recommended that PACT consider the Privatness issue (Lewis 20% Funding requirement) a priority item and request AID Advisory Committee to make this issue an agenda item at its March meeting.
3. Endorsed submission of PACT Central America proposal to AID as a positive step.
4. Approved African strategy report calling for preparation of an African Strategy by five Board member African Advisory Committee.
5. Approved proceeding with a fundraising program.
6. Reviewed the report of the Advisory Committee on Development and Women. Accepted the report with some revisions to be submitted to Executive Committee prior to submission to the June Board meeting.
7. Approved as appropriate and significant PACT initiatives in Costa Rica and Bolivia with their potential for umbrella-type agreements which could benefit the membership.
8. Approved the proposed budget with recommended changes to bring budget into balance.
9. Accepted the African Strategy report with an addendum explicitly endorsing the Women and Development frame of reference.
10. Accepted resignation of James Morgan from PACT Board.
11. Accepted resignation of William Dyal from PACT Board.
12. Approved direction African Strategy is taking encouraging initiatives in Somalia.
13. Approved PACT Cooperative Agreement with AID.
14. Approved Membership Committee report calling for changes in membership guidelines.

15. Approved changing Board meeting scheduled December 5, 1985 to a two-day meeting December 3-4, 1985 so as to provide adequate time for consideration of important issues at this meeting, and to avoid scheduling problem with another major meeting.
16. Recommended Board acceptance of Bylaws as amended by Governance Committee with suggested revision of Article IV.I: Member Assembly, so that both Member Agencies and Individual Members be members of the Member Assembly provided that representatives from Member Agencies constitute a majority.
17. Recommended Financial Report update.
18. Approved a provisional salary schedule to permit salary increases with the understanding that the Executive Director will work with the Finance Committee to develop a new salary schedule with appropriate rationale, including its relationship to the organization of PACT.
19. Reviewed performance of Executive Director and recommended his continuation.

SUMMARY OF PACT GOVERNANCE CHANGES

Under the reorganization of the PACT Board, all PACT members will be part of the Member Assembly, which will meet annually and be responsible for electing PACT members, setting PACT dues, changing the Bylaws, electing the PACT Board and Officers, and ratifying the actions of that Board.

The Board of Directors, elected by the Member Assembly, will be made up of 15 members, one-third (5) of whom shall be individual directors, not representing a member agency. In addition, the Executive Director shall be an ex officio member of the Board of Directors. The Board will meet twice each year. The Officers of the Board will function as the Executive Committee of the Board. A Vice Chair has been added to the Board Officers.

In order to assure that everyone in the Member Assembly will have an opportunity to participate actively in PACT, Board terms are limited, and the Standing Committees of the Board can include persons from the Member Assembly who are not on the Board.

In order to stress that PACT is a membership organization, participation in the Member Assembly is specifically limited to the five individual directors serving on the Board. Given the planned increase in the number of PACT members, it is felt this is an adequate level of non-agency representation. The Member Assembly is free to invite any outside people it wishes as speakers, resource persons and the like for annual meetings.

The Project Selection Committee will be elected by the Board of Directors and will elect its own Chair, as is currently the practice. The Chairman of the Board shall be an individual director of PACT, which is also current practice.

Although not a matter to be addressed in the Bylaws, the annual membership meeting is seen by Staff and Committee Members as the opportunity for a substantive look at broad development issues and a full review of PACT's program activities, direction, and role. These meetings should become a vital and stimulating exchange among development professionals on issues which affect all.