

PD-ABC-096

ISN 69223

**PRIVATE RURAL INITIATIVES PROJECT**  
(USAID Cooperative Agreement No. 388-0072-A-00-8104-00)

## MID-TERM REVIEW

## FINAL REPORT

SUBMITTED BY  
THE PRIVATE RURAL INITIATIVES PROJECT MID-TERM REVIEW  
TEAM

Mrs. Tahrunnesa Abdullah  
Dr. Harry Blair (team leader)  
Mr. Javed Sakhawat  
Fr. Richard Timm

DHAKA, BANGLADESH  
31 AUGUST 1990

USAID/Dhaka Staff  
Reference Library

## PRIP MID-TERM REVIEW

### TABLE OF CONTENTS

Executive summary	iii
Final Report	1
Major findings: summary and recommendations	2
I. General PRIP issues	3
1. PRIP strategy and general themes	3
2. The original five program areas and their refinement	6
3. Quantitative and qualitative 18-month indicators	8
4. PRIP sustainability	9
II. PRIP administration and management	10
5. Work responsibilities within PRIP	10
6. PRIP project approval system	11
7. Size and type of grant	12
8. Monitoring and evaluation of PRIP grants	13
9. Financial procedures	15
10. Other USAID efforts similar to PRIP	15
11. Support organizations	16
12. Association Development Agencies of Bangladesh (ADAB)	16
13. Voluntary Health Services Society (VHSS)	19
14. Learning groups	20
15. Women's Issues	23
16. Research	23
III. PRIP's external linkages	24
17. Relations between USAID and PRIP	24
18. PRIP's relations with PACT/New York	27
19. Domestic NOGs, other foreign donors and larger foreign NGOs	28
20. The new NGO Bureau	28

<b>IV. Recommendations</b>	<b>29</b>
1. Strategic consolidation	29
2. Internal PRIP management redefinition	30
3. Improving PRIP/USAID relations	30
4. Improving PRIP relations with PACT/New York	30
Table of recommendations, responsibilities and completion dates	32

## APPENDICES

- A. Schedule of appointments and activities
- B. PRIP's policy priority matrix
- C. 18-month indicators
- D. List of all projects by name, kind, number, amount and six-month period
- E. PRIP approval process (flow diagram)
- F. USAID's Bangladesh CDSS strategy
- G. Analysis of a sample of PRIP projects and of learning groups
- H. Project approval/disapproval process
- J. Value of program travel
- K. Women's Issues
- L. Acronyms
- M. References

# PRIVATE RURAL INITIATIVES PROJECT

## MID-TERM REVIEW

### EXECUTIVE SUMMARY

USAID's Private Rural Initiatives Project (PRIP) began implementation as a five-year effort in January 1989, with a primary purpose to build the capacity of Bangladesh PVOs to benefit the rural poor and to support collaborative efforts among private voluntary organizations (PVOs), as well as between PVOs, the Bangladesh Government (BDG) and the private sector. PRIP's longer range project goal has been to promote a more productive rural economy for the poor, especially women, by improving their access to and management of resources and services.

This mid-term review has been conducted after PRIP's first eighteen months of work. The review team was made up of four evaluators, Mrs. Tahrunessa Abdulla, Dr. Harry Blair (the team leader), Mr. Javed Sakhawat and Fr. Richard Timm. Its principal mandate has been threefold:

- (1) to review PRIP's strategies and activities;
- (2) to assess its performance and effectiveness in relation to quantitative and qualitative indicators; and
- (3) to provide recommendations on priorities and mechanisms for PRIP's remaining three-and-a-half years.

The review team began work on the 2nd of August and handed in its final report on the 31st. We read through PRIP office files, interviewed the PRIP staff many times, talked at length with officials at USAID/Dhaka, other foreign donors, and both domestic and foreign non-government organizations (NGOs). And we undertook several field trips to observe PRIP projects in action.

In an overall sense, we find PRIP to be progressing quite satisfactorily at the end of eighteen months. The Senior and Associate Coordinators have guided the project through its teething stages, and it is now "up and running" as a full-fledged player in the NGO arena of Bangladesh. By now it has built an impressive record of accomplishment, having made over 100 project commitments and obligated about 40 percent of the funding it will have over its 5-year lifetime. Representatives from USAID, other donors, and — most importantly — NGOs themselves, both domestic and foreign, tell us that PRIP has made an excellent start toward realizing its project purpose of strengthening NGOs.

We believe that the Senior and Associate Coordinators are especially to be commended for their success. They should be kept on the job for the remainder of the project. PRIP has been for USAID a new kind of experience in Bangladesh: working with NGOs outside the population/family planning sector. This new terrain has not been an automatically receptive one to an American presence, reflecting as it does longstanding suspicions dating from the days of Bangladesh's war of independence. PRIP's entry into the field has accordingly not been easy, and its success to date is thus all the more noteworthy.

PRIP has evolved two main foci over its first eighteen months: strengthening support organizations (SOs, or NGOs that support other NGOs); and facilitating the development of "learning group" networks that bring together NGOs concerned with a specific topic, such as literacy or women's issues.

The Association of Development Agencies in Bangladesh (ADAB) is the largest SO in the country and has become the major representative voice for NGOs in their dealings with the BDG. This latter role has now taken on a much more significant importance with the formation of an NGO Bureau in the BDG, located organizationally in the President's Secretariat, which is intended to be a "one-stop shop" for NGOs in all their dealings with the government. PRIP has devoted considerable effort and support to ADAB, which has been going through a time of troubles, but in view of its central importance to the entire NGO enterprise in Bangladesh, we consider this effort well invested. PRIP has also supported a number of smaller SOs. This should continue.

The learning networks have proliferated and grown rapidly in the last couple of years, with PRIP as a key supporter. Given the rate of NGO growth in Bangladesh and the constant introduction of new development practices and technologies, learning groups become ever more necessary, and PRIP should continue its support here.

## RECOMMENDATIONS

### 1. Strategic consolidation. PRIP should

(a) undertake one major initiative: building a strong monitoring and evaluation capability.

(b) launch two lesser plans:

(i) add a fifth row to its policy priority matrix, to be labeled "NGO planning, building, monitoring and evaluation," and should establish some prioritization within its policy matrix that will guide its future activities.

(ii) create a research agenda to help translate the priorities established by the matrix into action. PRIP needs more coherence to its research, less scattershot funding.

## 2. Internal project management redefinition. PRIP should

- (a) draw up new job descriptions for the senior and associate coordinators which will reduce overlap between their responsibilities (which was good in early days, but now should be reduced).
- (b) plan and carry out the recruitment of a senior-level monitoring and evaluation officer.
- (c) delineate a structured role for its Local Advisory Committee.
- (d) set up external evaluations for its larger projects.
- (e) learn from other USAID-funded intermediaries (Asia Foundation, MIDAS, etc.) about relating to USAID; the latter should initiate an informal network of such agencies.

## 3. External PRIP relations improvement with USAID/Dhaka.

- (a) PRIP should be less didactic and polemical, should talk more and argue less in order to uncover/discover what policy constraints, legal regulations, etc., actually mean. Talk to legal counsel when in serious doubt.
- (b) USAID should be more patient, make sure guidance is clear.

## 4. External PRIP relations steadiness with PACT/NY.

Things began poorly here, with inadequate guidance from PACT for PRIP in matters of financial system and reporting, and dealing with USAID regulations, which put an undue burden on USAID/Dhaka to do what PACT was not doing. These problems have now been largely cleared up by PACT. In future PACT should continue the level of guidance provided by the Ed Eads visit, and the PACT project coordinator from New York should visit PRIP on a regular basis, preferably every six months.

Thursday, August 30, 1990

## **PRIVATE RURAL INITIATIVES PROJECT**

### **MID-TERM REVIEW**

## **FINAL REPORT**

USAID's Private Rural Initiatives Project (PRIP) began implementation as a five-year effort in January 1989, with a primary purpose to build the capacity of Bangladesh PVOs to benefit the rural poor and to support collaborative efforts among PVOs, as well as between PVOs, the Bangladesh Government (BDG) and the private sector. PRIP's longer range project goal has been to promote a more productive rural economy for the poor, especially women, by improving their access to and management of resources and services.

This mid-term review has been conducted after PRIP's first eighteen months of work. The review team was made up of four evaluators, Mrs. Tahrunnesa Abdullah, Dr. Harry Blair (the team leader), Mr. Javed Sakhawat and Fr. Richard Timm. Its principal mandate has been threefold:

- (1) to review PRIP's strategies and activities;
- (2) to assess its performance and effectiveness in relation to quantitative and qualitative indicators; and
- (3) to provide recommendations on priorities and mechanisms for PRIP's remaining three-and-a-half years.

The present report constitutes our final presentation of findings and comes after some four weeks of work. The team has digested a large quantity of files in the PRIP office in Dhanmondi, has interviewed more than fifty people connected to the project and has made several visits to PRIP-sponsored efforts in the field. Those interviewed include PRIP project personnel, USAID officers, representatives of NGOs (non-governmental organizations), and other donor staff resident in Dhaka, as well as a good number of NGO personnel working with PRIP-sponsored activities in the field (a list of our interviews is attached to this report as Appendix A). In addition, we have spent a good deal of time together as a group, exchanging and distilling our perceptions and experiences during this review. Over its first 25 days of work, the review team has benefitted greatly from the openness and helpfulness of the PRIP office staff in providing information, answers and logistical support. In particular, we wish to thank Richard Holloway, the Senior Coordinator, and Aroma Goon, the Associate Coordinator, for

the openness and generosity they have shown us in dealing with our endless queries, providing us with project details, and fulfilling our (invariably last-minute) demands for computer equipment, transport and the like. Needless to say, our needs have all been piled on top of the regular on-going burdens of work that PRIP requires in its own right as a development project. Lastly, we also appreciate the time that the USAID/Dhaka staff has spent with us talking about PRIP. Jose Garzon, the PRIP project manager at USAID, has been especially generous with his time in this regard.

Our report is divided into several sections, beginning with issues pertinent to PRIP in a general sense -- its strategy, programming, achievement and sustainability. A second section focuses on administration and management within PRIP. In it we take up office responsibilities and procedures, the project approval system as it has evolved, monitoring and evaluation, and a brief comparison of PRIP with other USAID-supported projects that work with NGOs.

Our third section deals with PRIP's program activities, in particular the "learning groups" and the support organizations that have constituted PRIP's two principal areas of effort. Here we also examine PRIP's attention to gender issues and its support for research. In the fourth section, we turn to PRIP's external linkages, first with USAID, then to the NGO community in Bangladesh, and finally to the Bangladesh Government. And finally in the fifth section, we sum up our recommendations and endeavor to assign responsibility for implementing them.

## MAJOR FINDINGS: SUMMARY AND RECOMMENDATIONS

In an overall sense, we find PRIP to be progressing quite satisfactorily at the end of eighteen months. The Senior and Associate Coordinators have guided the project through its teething stages, and it is now "up and running" as a full-fledged player in the NGO arena of Bangladesh. By now it has built an impressive record of accomplishment. PRIP has made over 100 project obligations, ranging between \$46 and \$217,971 and totalling in the aggregate \$1.18 million, which represents 39.6% of the funding it will have at its disposal for projects over the five-year life of PRIP itself. In the process of funding these projects, PRIP has developed a strategy concentrating on two principal themes: strengthening support organizations (SOs, or those NGOs that support and service other NGOs), and helping to develop "learning group" networks that bring together NGOs focusing on a common concern such as literacy or disaster preparedness. PRIP has also sponsored studies, workshops, short courses, media packages, pilot schemes in extension/demonstration, and the like.

Representatives from other donors and NGOs themselves, both domestic and foreign, tell us that PRIP has made an excellent start toward realizing its project purpose of strengthening NGOs. Another way to gauge PRIP's achievement to date is that whereas in its early days when it appeared as an unknown entity on the Bangladesh scene, its two coordinators understandably had to cultivate project proposals for funding, now its reputation is sufficiently widespread that people seek it out with proposals

in hand. In brief, PRIP appears to have established a credible reputation as a USAID-supported organization involved in building NGO capacity in Bangladesh.

It is worth noting that PRIP has established itself in what is for USAID a new kind of experience in Bangladesh: working with NGOs outside the population/family planning sector. This new terrain has not been an automatically receptive one to an American presence, reflecting as it does longstanding suspicions dating from the days of Bangladesh's war of independence. PRIP's entry into the field has accordingly not been easy, and its success to date is thus all the more noteworthy.

To sum up, we find that PRIP:

- (1) has started off well in a difficult environment by building an impressive portfolio of projects, fostering learning group networks, and nurturing NGO support organizations;
- (2) has established credibility in both the NGO and the donor community; and
- (3) should be continued through the planned five-year life of project.

From what we have observed and have been told by those we interviewed, PRIP's success so far is largely due to its Senior and Associate Coordinators, Richard Holloway and Aroma Goon; they both deserve much credit and should be kept in place for the remainder of the project.

While PRIP's startup phase has been largely successful, there are some things we believe remain to be done over the project's final three-and-a-half years:

- (1) consolidate the beginning it has made by building more clarity, structure and routinization into its processes;
- (2) pursue further its two major strategic initiatives -- strengthening support organizations and fostering the learning groups that have begun to flower;
- (3) develop a significantly stronger capability for monitoring and evaluating its portfolio of activities, to include the creation of a new senior M&E position; this initiative would become its third major theme; and
- (4) devise and nurture new second-level strategies, specifically creating a coherent PRIP research and training agenda and developing more self-sustaining capacity in NGOs.

In addition, we have a number of other recommendations that are important but not as essential as those enumerated above. All our recommendations are elaborated in the text of our report, and then are summed up in a separate section at the end.

## I. GENERAL PRIP ISSUES

(1) *PRIP strategy and central themes.* In its first three semesters, PRIP has evolved two major foci: strengthening support organizations (SOs, or NGOs that support other NGOs); and facilitating the development of "learning group" networks that bring together NGOs concerned with a generic topic such as literacy or women's issues. In the first category, the Association of Development Agencies in Bangladesh (ADAB) is the most notable SO, though PRIP has been supporting other smaller SOs like the

Voluntary Health Services Society (VHSS), the Center for Development Services (CDS) and the Village Educational Resource Center (VERC) as well. As for learning groups, nine have been established thus far (both with PRIP help as well as independently), with a tenth in an incipient status. Both SOs and learning groups will be taken up in more detail below (see sections 12 through 15).

These two themes should continue to be the centerpieces of PRIP's strategic vision during the remaining life of the project. The SOs in general, and ADAB in particular, will be crucial to the long-term viability of NGOs in Bangladesh. This is especially so in that (a) the Bangladesh Government (BDG) has finally moved to create a formal NGO Bureau, and (b) the number and extent of NGO activities continues to expand. The NGO Bureau's presence brings the BDG's relationship with NGOs to bear at one focal point, which means that NGOs will best be able to present their collective voice effectively if they have an apex organization making their case. PRIP should continue supporting ADAB as the apex NGO body for this purpose. Secondly, growing NGO activity over time implies an increasingly complex range of endeavors that require ever greater efforts at coordinating (or even listing), a task for which the SOs are ideally suited.

The growing accumulation of NGO experience also implies an increasing need to collect, organize and institutionalize that experience so that all the NGOs operating in a given sector of activity can benefit from it. This is the mission that the various learning groups are setting for themselves.

Though they stand out in the PRIP portfolio, SOs and learning groups are scarcely the only activities it has taken up, as the wide-ranging project list will show (see Appendix D). All these projects fall within the recognized program areas, however. It has been possible to gradually relate some of them to sectoral groupings as they arise, e.g., the various kinds of agricultural training and demonstration. The rapid expansion of the sectoral groups and the formation of new groups as the sectoral grouping concept becomes better known should probably divert PRIP's attention from many unrelated projects in the future. The latter should definitely be a lower priority, even though having much merit in their own right. More scientific training in techniques (e.g., in case studies) and meeting urgent *ad hoc* needs of many NGOs (e.g., the NGO registration study and the Indian Government/NGO relations study) should have priority among the freelance projects.

Possible new strategies. Among the potential strategies that might be developed in the future are these:

(a) Strengthening the capacity for monitoring and evaluation (M&E) across the NGO community. All over the Third World, these two phases of the development process are often observed to be its weakest links; it is thus scarcely strange that the same should be true of NGOs in Bangladesh. PRIP could make a signal contribution to the whole NGO community by supporting efforts to develop and institutionalize its M&E capability. ADAB would be in many ways a logical place to build and house such a capability, but its agenda is already overfull (see the sub-section on ADAB below in Section III) to the extent that it probably could not take on such a large additional function.

An M&E learning group is also a possibility, but it is hard to conceive NGOs putting in the necessary effort and support to make such a process-oriented group flourish, given their heavy programmatic focus (which in turn does, of course, explain their enthusiastic interest in the functionally-oriented learning groups that have started thus far). PRIP should give some thought to how and where a generic M&E capability for NGOs could best be developed.

(b) A PRIP research and training agenda. PRIP has sponsored a good many studies, largely on an *ad hoc* basis. It is now time to turn from this somewhat scattershot approach to one that builds around a discrete set of well-defined issues. Future studies might be organized around specific topics, such as

- (i) video effectiveness (many are making videos; what effect do they actually have?),
- (ii) "mainstreaming" women's issues in development (a popular concept; has it actually happened?),
- (iii) action research (the Dighait College experiment is a good one; what about others?),
- (iv) the role of credit (some say it's a complete answer in itself, while others say it only works as part of a package; what's the Bangladesh rural development experience?),
- (v) NGO's generically as "mini-engines" of development (how do they fit into the development process? what are their limits?).

Training has proceeded in somewhat the same fashion, responding to opportunities as they arose. There have been a good number of useful training workshops, short courses, participant travel endeavors, and the like, as is apparent from Appendices C and D, and they have fit into PRIP's program areas (examined in the next section). But now that PRIP has passed the start-up period, it is time to formulate a prioritized training agenda that will deploy its resources to best advantage.

In recommending a prioritized research and training agenda, we do not wish to suggest the formulation of a rigid plan that will move PRIP in a pre-determined lock-step over a given period of time. After all, one of its guiding principles has been to respond to NGO needs as they arise. Blueprint-style planning would clearly contradict such a principle. Instead we would urge the adoption of a well-articulated prioritizing for PRIP's research and training, which would be laid out each year and which would be set forth in the context of the policy matrix discussed in the next section.

(c) Developing self-sustaining capacity in NGOs and NGO networks. Constructive seed money could be usefully employed in this regard. An illustration here is the start-up funding PRIP is considering for equipping a WIF video center to enable it to sell its services to NGOs.

(2) *The original five program areas and their recent refinement.* In the original CA, PRIP was conceived as having five program areas:

- (a) Participation in local governance;
- (b) PVO/local government collaboration;
- (c) Local self-help economic activity;
- (d) Self-financing local services;
- (e) PVO management strengthening.

At the outset of its actual operation, a sixth area was added:

- (f) Disaster preparedness.

And then in July 1989 a seventh area was included:

- (g) Improving BDG/NGO/donor relationships.

In January 1990, PRIP conducted a policy review to rethink its strategy and activities, which resulted in redelineating PRIP's priorities. This appears to have been a most useful exercise. The division between "program priorities" and cross-cutting "institutional priorities" makes the whole enterprise conceptually more clear and seems to have given the PRIP staff a self-understanding that is easier to operationalize in its activities (see the matrix attached as Appendix B, which is taken from PRIP's Third Six-month Report).

We wonder, though, if perhaps the original emphasis on institution-building *per se* has unintentionally been accorded less emphasis in the new set of priorities. That is, PRIP now conceives itself strengthening inter- and intra-institutional capacity in the context of its four program priorities, but not so much in terms of NGOs themselves as institutions in a more general sense. This latter area is important and should become considerably more so as PRIP takes up an emphasis on monitoring and evaluation, as suggested elsewhere in this report.

In terms of the Appendix B matrix, we would suggest the addition of a fifth row to the matrix, perhaps to be called "NGO Planning, Building, Monitoring and Evaluation." The inter-institutional focus here would be on the process of nurturing NGO networks (learning groups), while the intra-institutional emphasis would be on ways to strengthen individual capacity. In other words, PRIP should self-consciously be an enterprise that not only strengthens NGOs but develops a process for strengthening NGOs. Some of the activities that such a network might undertake could be workshops devoted to NGO planning, in which general planning issues would be addressed that cut across all NGOs, whether they are engaged in adult literacy, disaster preparedness, or whatever. Or studies might be sponsored comparing the experiences of different types of NGOs in developing effective monitoring systems. The possibilities are large in this sector, for they comprise all the activities that NGOs involve themselves in as NGOs, as opposed to activities that are a characteristic of particular kinds of NGOs (e.g., those focusing on sanitation, on health, on agroforestry, etc.).

An allied activity under this heading (though maybe it should be accorded a separate heading) is the need to educate the BDG, the private commercial sector, and the donors about NGOs. The establishment of the NGO Bureau is a good beginning on the BDG

front here, for it provides a central point of entry through which relations with the BDG can be conducted, but there is a much wider spectrum of government agencies that are (or should be) interested in NGOs (e.g., the Ministry of Agriculture, the Bangladesh Rural Development Board, the Ministry of Local Government, Rural Development and Cooperatives, the Social Welfare Ministry, and so on). This larger audience must be addressed and cultivated as well.

As for the private commercial sector, it is probably safe to say that it is almost completely ignorant of the NGO universe. Some start has been made recently here, as family planning NGOs are urged by USAID to distribute contraceptives through the market system, but there are surely other possibilities, as for instance with the water and sanitation learning group, which might think about marketing such inputs as handpump spares or disinfectants.

To say that donors need educating about NGOs may seem strange, given the long support they have contributed to the NGO sector, but most of their knowledge is *ad hoc* and the result of personal experience. Institutional memory is (as ever) elusive, for expatriates come and go, such that over a period of three or four years most donors have a complete turnover of professional personnel. As a result, no one remembers what happened only a couple of years previously. One signal service that PRIP could provide would be to support the creation and maintenance of a stock of knowledge about NGOs for donors, perhaps to be housed at ADAB (though some mechanism of the Local Consultative Group on NGOs might be more appropriate).

Regarding the first four program priorities, local decision-making and control deserves some special comment. Local control and decision making are the basic elements of self-reliant development, which make it "grassroots" instead of "topdown" development. Most of the big local NGOs are working to organize thousands of groups of the rural poor. People have to be able to analyze their own problems and understand the causes behind them. However, there is always a strong influence from outside and from "above", so that help is needed from the NGO "participant-observer" for macro-analysis. The local group as well as its NGO partner may be deficient or superficial in its social analysis. Therefore, the basis for decision-making may be weak. The recent evaluation of six NGOs for NORAD by Syed Hashemi exposes this lack of true critical awareness among the partner groups (both local groups and NGOs).

Yet if the local groups are to become self-reliant and independent in their actions, if they are to "cut the apron strings" of their sponsoring body, they will gradually have to assume responsibility. PRIP and the NGOs will have to have confidence in their ability to discuss and analyze for themselves and take appropriate decisions for income-generating activities or for activities supportive of their manifest rights.

Over its first three semesters, PRIP has established a certain ordering within its priorities matrix. Clearly the central thrust of its efforts has been on the two major columns, i.e., "strengthening inter-organization collaboration" and "strengthening capacities [within individual NOGs]." This is manifest in the nature of its two principal themes of nurturing SOs and bolstering learning groups. It is less clear what ordering there is along the "vertical axis," i.e., the four "program priorities." Indeed, it seems to us that the most important priority here is the fifth row that we recommended adding

just above, "NGO planning, building, monitoring and evaluation," for that is essentially what PRIP has been doing in a generic sense with these two principal themes. As to what ranking is most appropriate among the other four rows in the matrix, we suggest that PRIP devote some thought to this question in the coming months. Our sense, from an admittedly very incomplete examination of the project portfolio, is that the second and third rows of Appendix B ("Self-help economic activities" and "Self-financed local services") stand out in terms of PRIP effort expended thus far, though the first and fourth rows are certainly given a conscious emphasis in PRIP's overall program.

We believe the new fifth row ("NGO planning, building, monitoring and evaluation") is sufficiently important that it should become PRIP's major priority at least for the next year or so, and perhaps longer, for the reasons discussed above. We would not feel comfortable in trying to rank the other four rows of the priority matrix, however, feeling that their relative priorities will naturally shift around somewhat as PRIP progresses.

We do recommend that PRIP reconsider its "priority matrix" at the end of its fourth six months (which would make a year after the Project Review that led to the creation of the matrix), with a view to establishing such a ranking within the priorities. So doing would make a good "project mini-review," which would continue the process of reflexive self-appraisal that has characterized the project thus far.

In making this recommendation, we observe that PRIP has in many ways now leveled out in terms of its range of activities. Thus a consolidation and ordering of priorities is very much in order. But we see PRIP as continuing to be an experiment in a very real way. It may no longer be something new in the world of NGOs, but it does remain something different and something that will go on finding its way and discovering what exactly it should be. PRIP is still far from ready to become a highly routinized ongoing operation like the Asia Foundation. After 18 months it has begun to take shape, but more defining and iterating will be required before it can come to a convergence as to its identity. The process of self-discovery will have to continue for a while longer.

(3) *Quantitative and qualitative 18-month indicators.* The Cooperative Agreement that forms the basis of PRIP specified a number of "quantitative and qualitative indicators" that the project should meet at the end of 18 months (pages 43-44). The quantitative list is an ambitious one indeed, as a glance at Appendix C will indicate. It covers a wide ambit, from a somewhat vague mandate to "organize activities around eight subthemes" to a much more specific directive to sign "10-20 subgrants/contracts totalling up to approximately \$750,000 for PVO...activities...which in the aggregate cover all five PRIP themes." As can be readily seen in Appendix C (and Appendix D, which lists all PRIP projects obligated through the end of its first 18 months), though, the project has met or surpassed all the indicators prescribed.

The "qualitative indicators" (also listed in Appendix C) are necessarily a bit more vague. How can one, for instance, demonstrate conclusively that PRIP has effected a "[s]harper PVO strategic focus, evidenced through specific collaborative PVO plans, PVO cooperation with others such as local community entities and government, etc.?" And what exactly is the difference between doing this and building "[s]tronger PVO ca-

pacities to promote, sustain and extend development around PRIP themes through professional growth which does not overextend organizational resources?" Ascertaining whether PRIP has met these targets is made even more difficult by the fact that the project itself is only 18 months old, scarcely enough time for definitive evidence to emerge; indeed, most of these targets appear to be in effect varying restatements of the project purpose itself: "To build the technical and strategic capacity of PVOs operative in Bangladesh to more effectively use internal and external resources...." Thus one would expect a serious inquiry in the final evaluation rather than after 18 months.

Nonetheless, we believe that a careful reading of this report will indicate that PRIP has made a solid and effective start on meeting these targets, with the exception of the second one: "Evolution of better management, accounting and monitoring systems among participating NGOs." As explained elsewhere in this report, during its start-up phase PRIP was understandably preoccupied with more urgent matters like establishing itself, finding themes to support and projects to fund, etc. There was little time or energy to concentrate on issues of management, accounting and monitoring among NGOs. Now that these initial phases are completed, however, it is time to turn to them, as indicated in our proposal for a fifth program priority (section 1, above).

(4) *PRIP sustainability*. There are actually three issues involved here: (a) the sustainability of the activities and institutions PRIP is supporting (e.g., can the literacy learning group become a viable enterprise that will endure over time?); (b) the sustainability of PRIP as a USAID activity (is PRIP's purpose of strengthening NGOs sufficiently viable that USAID should be thinking of extending or renewing it?); and (c) identity of implementers and donors (if PRIP does continue into a second project, who should be the contracting agency, and should PRIP remain as an exclusive USAID project or seek outside funding?). The answer to the first question is really the empirical test of the whole project's worth -- if it succeeds as a USAID project, it will have made a significant contribution toward creating and nurturing representational SOs and learning groups that are indeed viable over time. PRIP has made a good start at providing an affirmative answer to that question, but a fuller answer will emerge only as the project continues.

As for the second question, to the extent that PRIP itself does succeed, the implication will not necessarily be that a PRIP II should do "more of the same." If SOs and learning groups do become viable entities, then a future PRIP could perhaps spend less effort on strategic support and more effort on acting as a rapid and flexible funding intermediary for USAID, somewhat as the Asia Foundation does today in the population and family planning sector. The answer to this latter question also, then, will become clear only as PRIP continues.

At present it is certainly too early to answer the last sustainability topic -- who should be the implementers and sustainers of a follow-on project? But it is time to begin thinking about it, for there is a tangle of issues to be dealt with. First, if USAID decides to continue PRIP, will it renew the collaborative agreement with PACT/NY, or will it put a PRIP II out for competitive bidding? Second, if PACT/NY does become the implementing agency, should it operate only with USAID funding, or should it seek

support from other international donors, as does, for instance, CARE or the Asia Foundation?

And if it does obtain such outside support, should it be in the form of collaborative funding, as the Scandinavian donors do (e.g., the support that SIDA and NORAD jointly provide for their Rural Employment Support Project), or should support from different donors be directed to discrete projects undertaken by the implementing contractor, as is done by CARE (e.g., Food for Work is funded by USAID, whereas the Rural Maintenance Project is supported by CIDA)? USAID's many special reporting requirements would militate in favor of the latter approach on the one hand, while administrative efficiency (e.g., keeping only one set of books for all donors) would favor the former approach.

We do not have a recommendation on these complex issues, which are outside our scope of work. Rather we simply urge that PRIP, PACT/NY and USAID/Dhaka begin thinking about them, for they will all have to be worked through between now and the end of PRIP.

## II. PRIP ADMINISTRATION AND MANAGEMENT

(5) *Work responsibilities within PRIP.* On the whole, the office appears to have functioned admirably during the start-up phase of the project. In particular the strengths and experiences of the Senior and Associate Coordinators have complemented each other well as PRIP necessarily spent much time groping to define its role and strategy, while at the same time developing a portfolio of activities to support. But their success at working as a team in which each has covered more or less the entire gamut of PRIP activities has come at a cost in terms of energy and time. Work weeks of seventy hours and more are all too often necessary at the beginning of a new project, especially one as unusual for USAID as this one is. And putting in those long hours while sharing the work has given both coordinators a mutual experience and understanding of what PRIP can and should do as a project. Such a pace cannot be sustained indefinitely, however. Family responsibilities are important, as is attention to one's health and well-being, and neither can be neglected for very long without unhappy consequences. In short, the coordinators should begin to assume more nearly normal working hours.

We recommend that the two coordinators now begin to divide the work load, such that each assumes responsibility for relatively well-defined areas. So doing would mean that each can work at a more normal tempo, while at the same time all of PRIP's work will get done. The Senior and Associate Coordinators should redevelop job descriptions toward this end. In doing so, they should confer with PACT/NY and the USAID project manager, though the ultimate decision will have to be one the two coordinators find amenable.

Secondly, a senior-level monitoring and evaluation position should be established, as the M&E process takes on increasing importance within PRIP. Developing such a process is one of our principal recommendations, and is of sufficient importance that a senior position should be set up for it. The alternative would be for the Senior and/or

Associate Coordinators to take on M&E as an additional duty, which, given our comments on the workload they already face, could only come at a severely debilitating cost to other aspects of the project. A new position is clearly warranted here.

We recommend that PRIP draw up a job description for this new position with appropriate input from PACT/NY and USAID/Dhaka, formulate an action plan for recruitment and proceed to fill the position, with a concerted aim to have the new person in place at PRIP by the end of the calendar year 1990. This position is an important one which will exercise responsibilities over important areas, and we estimate our recommendation concerning M&E as the first priority PRIP should take up after this mid-term review. Given our comments above about reducing the workload on the two Coordinators, they cannot be expected to shoulder the M&E burden. Accordingly, moving quickly on the new position is essential.

(6) *PRIP project approval system.* The system of grant approval that has been put together appears to be functioning well, though in a necessarily complex fashion, given USAID requirements and the care that must be exercised in any event when dealing with the widely variegated environment of NGOs and would-be individual service providers in Bangladesh. The intricate flow chart (see Appendix E) and the 33 forms used for the approval process are impressive and seem to work satisfactorily.

Like any other external funding agency, PRIP gets many requests for support. And as its reputation has become more established, the pace of unsolicited requests coming in "over the transom" is increasing. To deal with this growing number of proposals, PRIP has developed a procedural pattern for accepting/rejecting them, as shown in the "decision tree" flow chart attached to this report as Appendix H. A good many proposals, almost half the total, do not fit into its mandate and are eliminated at once. About 10 percent of the projects which are seriously considered are ultimately rejected.

The dividing line between what can be "sole-sourced" and what should be competed has become much clearer with the visit of Ed Eads in April, and the decision-making here seems satisfactory. Still, adherence to this vital distinction demands constant attention throughout the life of the project.

Despite all the vetting, however, there have been a small number of grantees that have turned in substandard performances, such as the disaster preparedness case studies undertaken by Iqbal Ahmed and some early parts of the Swanirvar evaluation study. To be sure, given the more than 100 grants that PRIP has funded during its first 18 months, it would be surprising indeed if there were not a few that did not live up to expectations (and as those of us in the development community know all too well from experience, it is generally a lot more than a few -- PRIP is doing well by this measure). Nonetheless, these instances are illustrative of the ongoing need to scrutinize potential projects as carefully as possible. One suggestion here is to solicit outside opinion on bigger proposals. This could be done informally, as for instance by asking other donors who have given previous support to an NGO making a proposal to PRIP.

There is some perception in the NGO community that PRIP's grants may in some cases have been a bit "too easy" to obtain. Again, this is not unexpected to some extent in the

early days of a new kind of project such as this one. Certainly, other donors have confessed to similar problems in the past. But it is also an indication that close scrutiny must be applied to the approval process in future.

Our recommendation here is to give the PRIP Local Advisory Committee (LAC) a larger voice in the project approval process. As things now stand, LAC's role could at most be described as vague and hazy. It is not, for instance, mentioned at all in the procedures for funding approval that are laid out in the CA (page 41), though it is assigned a specific role in project approval elsewhere in that document (page 31). In practice, LAC is solicited for advice on larger grants (over \$25,000), but the process should become more specifically and systematically built into the approval structure.

We suggest the following steps:

- (a) Circulate proposals for all proposed projects over \$25,000 to the LAC members in advance;
- (b) Discuss such projects at a LAC meeting, rather than deciding on the basis of whatever comments may be hurriedly submitted in writing by the members;
- (c) Invite one or two external experts in the relevant field(s) to a LAC meeting to give their perspective on the proposed project;
- (d) Request at least one LAC member to study the proposal and submit a short written report to the full LAC as a basis for fuller discussion; and
- (e) Submit the finalized proposal to the entire LAC (or a smaller Program Review Committee, as specified on page 31 of the CA) for its approval.

Such a procedure would perhaps extend a bit the time required to 'approve PRIP's larger projects, but this should prove to be time well invested, and it would not affect the timetable for approving smaller projects.

The tier structure for project approval appears to be working satisfactorily. There are no complaints of proposals being turned down at higher level or of lengthy delays in granting approval. Still, the paperwork required for even smaller projects is considerable, and, considering that the system in place is working satisfactorily, it is time to consider raising the tier levels. For instance, whereas now projects under \$10,000 can be approved by the PRIP Senior Coordinator on his own responsibility, those between \$10,000 and \$25,000 must obtain approval from the Project Manager at USAID/Dhaka and those between \$25,000 and \$50,000 must be approved by the Deputy Program Officer at the USAID mission, those over \$50,000 but less than \$100,000 must go through the Program Officer himself, etc. We recommend that PRIP and USAID/Dhaka confer on raising these limits.

(7) *Size and type of grant.* The "transactional costs" incurred by PRIP in approving grants seems roughly proportional to the size of grant and scope of the activity being projected in the proposal. We see no problems here.

One earlier problem area here was overseas travel, with USAID procedures requiring extensive (PIO/P) paperwork for any travel related to training, no matter how short the training period might be. PRIP has largely resolved the difficulty by distinguishing

carefully between what must be handled as PIO/P travel and what may be processed as "invitational travel," which is a much simpler process.

(8) *Monitoring and evaluation of PRIP grants.* Not surprisingly, most of PRIP's effort in the first 18 months has been to find a niche for itself and find worthwhile projects to fund. More work was done at the pre-funding stage than at post-funding. Monitoring and evaluation, which is a post-funding activity, has not been a major priority of PRIP so far. Presently, a systematic monitoring plan for all the projects does not exist. Whatever monitoring exists is done on an *ad hoc* basis whenever the Senior Coordinator or his deputy feel the need. This arrangement may have been seen as adequate in the earlier stages but as the number of grants increases -- including a few large and long term ones -- the need for a professional and systematic monitoring system also increases.

According to the PRIP project document, monitoring and evaluation is seen as a practical tool to assist in adjustment of plans and activities to changing circumstances, through analysis of successes and failures. Regular reporting of project fund recipients is required to:

- (a) ensure the responsible management of grant and sub-grant funds;
- (b) promote a partnership relationship with the implementing agency; and
- (c) encourage recipient agencies to more systematically review progress and make adjustments for future.

The original PRIP project documents also stipulate that each grantee must provide two kinds of reports (CA, p. 38):

- (a) Financial reports, to include
  - quarterly reporting on the use of grant funds; and
  - annual audits by a qualified accountant, attesting to the receipt and use of grant funds.
- (b) Narrative reports, to include
  - quarterly reporting on the monitoring of activities, including information on the assessment of progress and the analysis of results.

While all grantees seem to be providing their own financial reports, the audited accounts and narrative reports on the project activities were rare. In some cases this absence of reporting, when combined with the weak monitoring capability at PRIP, has led us to feel uncomfortable about certain projects (e.g., Ideas International, AAS-Harunur Rashid, IVS).

This lack of an M&E capability should not be interpreted as a deficiency in PRIP management so much as it is a deficiency in project design, in our view. The CA did, to be sure, lay out report requirements, as noted just above, but it did not set up any structure or component within PRIP to superintend this reporting process, nor did it establish any capability to conduct M&E as an integral PRIP project component.

Accordingly, the M&E area should be accorded a very high priority in PRIP's next phase, as indicated earlier in our report.<sup>1</sup> In particular the following areas should be attended to:

- (i) building up a coherent monitoring system;
- (ii) building in a firm reporting structure for each grant;
- (iii) possibly contracting out monitoring for bigger grants.

More attention to evaluation should also be a high priority. For instance, PRIP should give some time to considering how its portfolio fits into its programmatic taxonomy (cf. Appendix B to this report). The "Projects within strategy matrix" chart included in the Third Six-Month Report (as its own appendix B) is a start in this direction, but it should also be interpreted in the light of PRIP's mission, project purpose, etc. PRIP should periodically assess in a systematic fashion what it has been doing, in other words. In its early days, the major concern was for what PRIP should be doing; this normative self-query should continue as PRIP progresses, but now is also the time to begin conducting more retrospective analyses.

In setting up its M&E system, different criteria will have to be established for different types of projects. With a commissioned study, for instance, monitoring would be very difficult and is generally irrelevant, but evaluation is relatively easy: either the study is satisfactory or it isn't. With a workshop, evaluation is also comparatively straightforward. Pilot projects or development of models (e.g., the BURO project for self-sustaining credit groups), on the other hand, are much more difficult for M&E. Still other projects, like the ADAB database on NGO activities, are fairly simple to monitor, but difficult to evaluate, at least in the immediate term, for it is hard to predict whether anyone will find the database useful.

The effects of weak monitoring have bigger significance for the larger projects. All larger grants (say above \$25,000) should have a built-in requirement as part of funding that an external evaluation be conducted. As it is, from reading the available reports in the files one cannot gauge the effectiveness or success of many PRIP-funded activities.

We recommend that the following PRIP funded projects be externally evaluated -- the IVS grant (\$217,770); CARE Agro-forestry (\$98,789); IDEAS Craft extension (\$66,990+); Gisselquist/Harunur Rashid/AAS (\$15,652 + \$4320 + \$26,134); and the BURO grant after a few months (\$99,598 + \$62,408).

Travel is also a problem to evaluate; it is easy enough to ascertain that the funded travel took place, but what will be its effect on the person, his/her organization, and the wider world of the NGO community? With some travel grants, the impact is immediate and even dramatic, as when the funding of participants in the ICAE literacy workshop in Bangkok led more or less directly to the establishment of CAMPE, the adult literacy learning group of NGOs. In most cases, though, it will be some considerable time before any wider ripples can be detected. Still, it would appear that much -- if not all-- of

---

<sup>1</sup> We should note that accounting in the fiscal sense -- as opposed to monitoring of actual project activity -- appears to be handled quite satisfactorily. The PRIP accountant has assured that the requisite forms are filled out and filed for all the grant files we examined. The recent USAID financial review confirms our impressions in this regard.

the travel sponsored by PRIP has had some discernable impact already. A list of the travel sponsored thus far is attached to this report as Appendix J, along with a brief account of some of the value of that travel. As to longer term benefits stemming from PRIP-sponsored travel, assessment of such activity should become part of the proposed M&E officer's duties.

(9) *Financial procedures.* PRIP's internal financial procedures are outside the scope of our review, so we will not address them here. We should note, however, that the difficulties in financial relations with PACT's New York office that troubled the project in its early phases appear to have been resolved satisfactorily.

(10) *Other USAID efforts similar to PRIP.* The Asia Foundation's longtime support for family planning NGOs offers a valuable model for PRIP in many ways, particularly the M&E system that has evolved over the years. There are differences, for instance that the grants administered by Asia Foundation are much more homogeneous from one to another than those in the PRIP portfolio, and thus are more amenable to a blueprint approach in M&E. Still, there are many valuable lessons here in M&E that PRIP could learn, from the Foundation's long experience at evolving the mechanics and the expertise needed for effective M&E. Procedures, forms, logistics for field visits, job descriptions, recruiting methods (e.g., how does one find capable M&E staff?) — these are all areas in which PRIP could learn from the Asia Foundation.

TAF works with 33 NGOs and disburses \$3.5m annually in grants ranging from \$3000 to \$800,000. Most grants are in the \$20k-\$30k range. TAF has a labour intensive monitoring system. It employs 13 program officers, 9 of whom spend most of their time on project monitoring; they spend 50% of their time in the field. Monitoring includes both the service delivery and financial aspects. All the projects are visited at least once every three months. While it is not recommended that PRIP's monitoring should be so labour intensive, the evaluation team does strongly feel that a senior monitoring officer be appointed to conduct these activities. TAF has experience and expertise in this field and is willing to help PRIP develop a monitoring and MIS system.

Likewise, the MIDAS project has evolved an impressive professionalism in administering its activities. Again, there are differences, most notably that MIDAS primarily gives loans rather than grants, and it gives them to individuals or institutions other than NGOs, but in its M&E activity there are once again lessons worth studying.

One contribution PRIP might make here would be to establish an informal group or network of direct USAID-supported NGOs in Dhaka, which could include the Asia Foundation, CARE, MIDAS, Pathfinder and AVSC, as well as PACT (when it receives official recognition). This group could meet periodically (perhaps quarterly) or as needed to compare experiences in dealing with USAID on the one hand and the universe of Bangladesh NGOs on the other, not just with respect to M&E but also regarding equipment procurement regulations, travel rules, auditing procedures and the like.

(11) *Support Organizations*. The focus on SOs can be separated conceptually from the learning groups concept, since only the largest SOs (ADAB and VHSS) are concerned with formation and coordination of learning groups (see section No.12 on learning groups). Both have held the attention of PRIP, though far more projects have been funded for learning groups than for SOs and their activities.

SOs would seem to have a legitimate claim to greater attention on PRIP by virtue of their having a broader category of clientele. They provide specialized services to most of the agencies and especially for the small local agencies which have no possibility of their own of furnishing such services to their own staff. *A priori*, the support of SOs should be a priority activity of PRIP. In actuality, the main justification for strengthening them should come from the quality of their services. Are they filling a useful niche and are their services satisfactory and in strong demand?

To answer this, in-depth analysis and evaluation are necessary, which can also be highly beneficial to the SO itself. Thus, the thorough study of SOs, as was funded for VERC, should be the first level of funding help for PRIP. Such studies can uncover deficiencies (such as weaknesses in the field programs of VERC) but at the same time can highlight the strong points of the SOs (such as VERC models for techniques of group formation, promoting group dynamics and group actions for achieving self-reliance and diffusing useful appropriate technologies such as double pit latrine, low cost hand tubewell, a more efficient *chula* and a fuel-saving lantern).

If the evaluator(s) is competent, such studies can also identify further needs of the SO, both on the side of the beneficiaries and on the side of the SO. The study of VERC identified as one of its biggest needs the construction of a training complex on its already owned plot of land in Savar. Computer training and audio-visual facilities are one of the most expensive equipment items needed. But donors are much more inclined to give specific program funding rather than construction funding or core funding. PRIP could help out in obtaining funding for such a training centre in view of its broad knowledge of the SO and its wide connections among donors.

Another of the pressing needs revealed by the VERC study was the need of strengthening staff capacity on the information and technical side. PRIP can fund more staff training as part of its role in strengthening the SOs.

In the next two sections, we will consider in some detail the two major SOs in Bangladesh, ADAB and VHSS.

(12) *Associate Development Agencies in Bangladesh (ADAB)*. The role of ADAB has evolved considerably over time. In the beginning, it was an organization mostly of foreign NGOs and Dhaka-based NGOs, which was directed by foreigners. There was strong orientation toward disaster relief and rehabilitation, as well as rural development, and any role for ADAB as liaison with government for NGOs was resolutely banned. Towards 1980 a turnover to local leadership occurred, with a mandate to build up small local NGOs, especially rural-based NGOs. This was accomplished and 13 District Chapters were established, where training and discussions are regularly held.

PRIP came onto the scene in Bangladesh at a very low point in ADAB's history, when that organization was beset with internal tension and confusion. Despite the fact that PRIP's major designer, David Korten, had spent considerable time with the ADAB director, there was much uncertainty and unease regarding the new enterprise. On PRIP's side, it was necessary to abandon the original intent to work closely with ADAB, including the possibility of being housed within ADAB. The latter, on the other hand, viewed PRIP as a potential (even actual) rival to its own attempts to coordinate and strengthen NGOs. After much time and effort, PRIP appears to have largely defused these feelings, and has established a friendly relationship with ADAB. PRIP's concentration in helping build up the sectoral groupings affiliated to ADAB, including one (the disaster preparedness group) which is totally managed within ADAB itself, served to bring the role of PRIP into better focus and acceptability. The "bridging grant" to ADAB, which has been crucial in helping it through the hiatus between its last three-year plan and the next one, has been of great help in promoting relations here, and should prove to have been a sound investment. Still, a problem remains because PRIP has the freedom and flexibility to dispense funding readily, and the NGOs are eager to apply for it. Even though the projects sanctioned are apart from ADAB activities, such ease of operation could be a source of envy.

There are a number of areas in which PRIP can give ADAB significant and perhaps crucial help as the latter struggles to attain long-term sustainability. In making these suggestions, however, we wish to note that we realize that for PRIP to be involved with ADAB is scarcely an easy task, for the latter continues to be beset with uncertainty and tension, and there is reason to think that this condition will persist for some time to come. Yet we consider ADAB as quite crucial to the future of the NGO community in Bangladesh, for the two reasons stated earlier (cf. section 1).

First, the growing number of NGOs increasingly need some apex organization to represent their interests to the BDG, and the new NGO Bureau presents the right context for a representational organization like ADAB to work in, i.e., a one-on-one arrangement. The larger NGOs like BRAC, Proshika and GK have their own linkages to the BDG, and can get along very well whether or not ADAB is on the scene. But the large number of smaller NGOs do not have these channels and connections, and so they need some kind of ADAB.

Second, the combination of (a) NGOs growing in both number and size, (b) the increasing number of sectors they involve themselves in (e.g., neither children's rights nor agroforestry was a topic of NGO interests just a few years ago), and (c) the constant change in the various development strategies they employ, all mean an ever greater need for some way to facilitate communication between NGOs, i.e., learning groups. ADAB is not the only way to foster learning groups, as is clear from the variety of organizing tactics employed by the groups discussed in section 13, above, but it does appear to be the mechanism most often used.

For these two reasons, then, we believe that supporting ADAB should continue to be an essential priority for PRIP.

In the following paragraphs, we offer some specific suggestions as to how PRIP can help ADAB in the near-term future.

(i) The ADAB 3-year plan. Almost all observers - NGOs as well as donors - agree that this ambitious plan should be cut down to something more manageable, but the cuts needed will in all probability be sufficiently large that ADAB will have to strategically rethink just what it wants to do. Merely reducing all areas across the board will not do.

PRIP can be of real assistance here, as this process unfolds. Specifically, the evaluation team suggests the following sectors of the 3-year plan as suitable for possible PRIP support:

(a). Strengthening local NGOs (SLN) is regarded by ADAB as its most important sectoral program. It is expanding the number of District Chapters. One of the contributions of PRIP could be to sponsor an analysis of the existing 13 Chapters and development of a model plan for District Chapter formation and operation, including the design of a package of support programs for the Chapters and for a series of workshops at Chapter level, with recommendations for policy guidelines and for possible future orientation. The analysis would help the Annual Convention of District Chapters to identify its needs and priorities.

(b) The experimental plan of building larger "institutional structures" in four upazilas has bogged down. PRIP could fund expert help in forwarding this process.

(c) ADAB has few trainers of its own and at national level relies on other NGOs. PRIP could help furnish more scientific input from other Asian countries for new subjects for which there is little local expertise, e.g., environmental pollution, agro-forestry, etc.

(d) ADAB proposes a data book on training materials and modules. This is a job which PRIP could commission.

(e) PRIP could gather the experiences of self-regulation of NGOs by coordinating bodies like ADAB in other countries.

(f) PRIP can help in improving relations with BDG.

(ii) Learning groups. ADAB now seems to be willing for new sectoral groups to be established through the initiative of NGOs under a lead agency with initial funding by PRIP, as long as the sectoral group comes under ADAB and ADAB is represented in its meetings and activities. Some groups will grow inside ADAB, while others take a more independent course. PRIP can assist both types.

(iii) Donor identification. The larger NGOs have discovered and nurtured their own connections with foreign donors (which is, of course, one reason why they are larger NGOs), but smaller and newer NGOs often need help here. Providing the help is one of ADAB's tasks, but PRIP could help by identifying appropriate donors. PRIP should also consult regularly with donors who are actively involved with ADAB and the NGOs in order to avoid misunderstandings.

(iv) Dialogue. PRIP has begun and should continue a regular dialogue with ADAB, to include exchange of views on NGO community needs, rationale for PRIP grants to

NGOs (as well as periodic lists of projects funded), the progress of the learning groups, etc.

(iv) Computer capability. PRIP's experience has been somewhat mixed in this sphere, but the effort should be continued. As the NGO community gets ever larger and more complex, the need for a comprehensive database will grow. PRIP should continue its efforts here.

Self-regulation at ADAB is a serious issue and deserves separate mention. Mismanagement, misappropriation and outright fraud are not unknown in the NGO community, and at times in recent years have grown rapidly, as in the 1988 floods, when donors were often overzealous in doling out money to NGOs. ADAB has accepted an obligation to provide a policing structure, which has now begun to get its first test. Whether or not ADAB "passes" that test, it can use some support in this area, which provides a good opportunity for PRIP. The degree of help that PRIP can give, however, is necessarily limited, for in the end, it is ADAB itself that will have to achieve a self-regulatory capability. Foreigners and foreign organizations cannot and should not carry the load here.

(13) *Voluntary Health Services Society (VHSS)*. This is a membership VRO that coordinates the activities of NGOs working in the field of health, nutrition and family planning. It was established in 1978 with a view to assist voluntary health and family planning organizations so that they can better serve the people by providing improved community health care. Membership has steadily risen since its inception and stands at 167 NGOs as of July, 1990. VHSS provides a wide range of services to its members in the areas of coordination and cooperation, training, information collection and dissemination, procurement and distribution of health supplies, and member support services such as help with project proposals, activity documentation, and BDG registration.

VHSS has been slow in responding to PRIP's services because of its lack of official recognition, but it has benefited from two projects (SG 030 and PT 002), and it has received four micro-computers to support its MIS and desk-top publishing activities.

Although VHSS was initially hesitant in using PRIP support because of the latter's legal status, a good relationship has now developed. However, VHSS continues to have some reservations regarding PRIP, holding that its activities are too diverse, and that much of the backing PRIP has given other SOs should have been channeled to VHSS and ADAB. In the VHSS view, NGOs like VERC, and CDS are not really SOs, and thus should not be funded for SO activities, while BURO is not an NGO in the first place and so should not be funded at all.

Two comments seem in order. First, it seems there is still much confusion among NGO communities about the concept of SOs and the role of PRIP (VHSS's arguments in the paragraph just above would also seem more than somewhat self-serving). Attempts should be made to clarify PRIP's role and strategy among NGO communities. Secondly, VHSS has sponsored BDG-NGO workshops since 1987, to create an understanding among government officials and NGOs working at local levels, but has no

documentation on its experience because of lack of trained personnel and resource constraints. PRIP should support documentation and sharing of such experiences with other NGOs. This is very much in line with PRIP's program area, "PVO - Government Collaboration."

(14) *Learning groups*. In a learning group, various NGOs (and the groups should be open to all interested NGOs) cooperate with each other in a particular sector of development to learn from one another and share knowledge and experiences with one another. It is not the function of the learning groups to control all activities within their sectors but to share information between NGOs, disseminate information to NGOs and stimulate individual NGOs to take up programs contributing to the sectors.

Since the benefits are not confined to learning alone, such groups could more appropriately be called "sectoral groups" or "sharing groups". ADAB terms them "sectoral groups" and makes provision for them in its new 3-Year Plan. ADAB is of the opinion that the initiative for sectoral group formation should come from the NGOs themselves or from ADAB, rather than directly from PRIP.

Overall responsibility for coordination of learning groups which affect the majority of NGOs should be in the hands of VHSS for health and family planning matters and ADAB for all other areas of development. However, one particular NGO which is willing to serve as a convenor and catalyst or "lead agency" (ADAB terminology) may be entrusted with the operational responsibility of organising meetings, seminars, workshops and publishing and circulating minutes and newsletters. Some groups have already been formed and are directed by ADAB, e.g., the disaster preparedness group, while others enjoy a greater flexibility and freedom under a member NGO as organizer and convenor. ADAB prefers to see such groups have strong linkages with itself and an ADAB representative on their committees, rather than to be independent and autonomous.

The convenor NGO (or ADAB or VHSS) can apply to PRIP for funding of its coordinating activities. Larger projects such as national seminars, workshops and training can be carried out either through ADAB funding if included in its budget or through donor funding through the convenor NGO or a learning group member. It should not be the responsibility of PRIP to furnish operational funds for all the activities of the learning groups, but rather its function should mainly be to give the initial impetus for the formation of such groups, and funding for special needs not included in the budgets of ADAB or the convenor NGO.

Nevertheless, the question soon arises, and has already been posed by GSS on behalf of CAMPE: Where do the funds come from quickly to keep up the momentum of a vibrant learning group campaign, such as that for mass literacy? If PRIP could assume large scale funding for follow-up activities, the learning groups would make remarkable progress in a short time (as they have already done). Perhaps a generous lump sum grant to firmly established learning groups would enable them to operate long enough to seek more permanent funding for large scale future projects.

Existing or incipient sectoral groups. The following learning or sectoral groups are already functioning, some of them with PRIP help (see Quantitative Indicators, Appendix C) and some without.

- (i) **WATER AND SANITATION.** This group is called the NGO Forum for Drinking Water Supply and Sanitation and is the oldest of the working groups, dating from 1982. It arose out of a UNDP consultation, with 15 NGOs participating. The forum publishes a magazine called WATSAN.
- (ii) **DISASTER PREPAREDNESS.** About a year ago this sectoral group was formed. The initiative came directly from ADAB and ADAB is the convener of meetings and furnishes the secretariat for all activities. Several projects for this group have been funded by PRIP. A more detailed account of the group is available in Appendix H.
- (iii) **LAND REFORM.** Several years ago, a learning group on land reform and help to the landless for acquiring *khas* lands was formed under the initiative of OXFAM(UK). It is called the NGO Coordinating Council for Land Reform. Besides the main group, there is a working sub-committee or "core group" which also meets in ADAB. The group is about to carry on a joint evaluation with the BDG on land reform efforts, including the cluster villages.
- (iv) **WOMEN'S DEVELOPMENT.** The Women in Development Advisory Group, embracing about 15 NGOs, met only once so far, in May or June. Nijera Kori is the convener agency, and ADAB is the secretariat. PRIP has funded several women for training in Calcutta, as well as several projects on video. Some feel that the video group working on women should also come under this learning group. A further analysis of this group is given in Appendix G.
- (v) **SOCIAL FORESTRY AND ENVIRONMENT.** Proshika has convened three coordinating meetings for 20 NGOs of a sectoral group on forestry and environment under ADAB as secretariat. It is foreseen that it will evolve as a separate NGO independent of ADAB, though Proshika will not have time to develop the NGO itself. The group has developed a policy paper and has adopted an "Environmental Watch" program to monitor government regulations about the environment. It was proposed that Winrock can give technical help and a PRIP project has been submitted as a result. ADAB and ACFOD (Bangkok) will sponsor a Himalayan Regional Conference on the Environment October 9-16, 1990.
- (vi) **LITERACY.** The literacy group arose out of a seminar for NGOs in literacy on December 10, 1989 and the Conference of the International Council for Adult Education in Thailand in January 1990. GSS has convened several meetings and an organization has been established called CAMPE (Campaign for Popular Education). Of all the learning groups formed thus far, CAMPE has come the furthest in the shortest space of time, and it thus deserves some extended comment, which is attached to our report as part of Appendix G.
- (vii) **CHILDREN'S RIGHTS.** A meeting of 37 persons was organized by Radda Barnen of Swedish Save the Children, on July 24, 1990. As a result, a committee was formed to promote the U.N. Convention on the Rights of the Child. This committee was to meet another committee initiated by UCEP in order to form a single forum to promote

and protect the rights of the child. A position paper will be prepared for the next meeting. The committee has nothing to do with either ADAB or PRIP so far.

(viii) SERICULTURE. There is a joint forum of 20 NGOs with government, which meets bi-monthly, the only one of its kind in the country. A task force has been appointed to prepare a 5-year work plan for sericulture, under the Ministry of Textiles.

(ix) AGRICULTURE. There is an incipient working group of 11 NGOs which are interested in irrigation, crop intensification and diversification, but it has not yet been organised or come under ADAB. These are the NGOs whose members have been trained through the AAS/PRIP projects. RDRS declined to take over as lead agency, but CCDB is said to be interested.

ADAB has recently formed an agriculture cell which cooperates with BARC in 5 fields of technology transfer. ADAB represents all the NGOs in the forum and will transfer the benefits to the NGOs through trainings and workshops. The first meeting, to which 15 NGOs have been invited, was held on August 20 on force pump irrigation in 4 geographical zones. It was a joint meeting with government personnel.

BARC has a cell funded by CIDA on crop diversification and ADAB has already held two trainings on maize cultivation (with seeds imported by USAID).

(x) OTHER POTENTIAL LEARNING GROUPS. WFP is sponsoring a Food for Work project involving rural people in planting trees; 26 NGOs have been collaborating on this and have held 2-3 meetings so far.

A U.N. volunteer from the Philippines is working to develop a fish, poultry and live-stock group for ADAB. There have been no meetings with NGOs yet, but these will begin when the volunteer has completed field visits.

Lastly, a formal network of ten NGOs has started up, called ECOTA (Effort of Craft Organizations for Trade Advancement). It is another incipient learning group.

(xi) FUTURE POSSIBILITIES. A new learning group could be formed in institutional self-reliance. With the increase in competition for donor funds due to increased demands in developing countries and Eastern Europe, NGOs will be facing difficult days. They should start thinking of being less dependent on donors and undertake revenue generating activities on their own. NGOs need to become development enterprises. Instead of being welfare or charitable associations, they need to see themselves as providing well-managed and cost-effective services and products). PRIP should encourage and support NGOs working in this direction.

Other new learning groups could be formed in legal education and legal aid to the landless, sustainable agriculture, pond fishing, crafts, appropriate technology, institutional self-reliance, etc., since dozens of NGOs are involved in all these fields. The modalities and convening agency could be worked out with ADAB.

How can strategies be developed to institutionalize learning groups and the learning group approach? Learning groups or sectoral groups may be of different sizes, dependent on the number of NGOs actively interested in participating in coordination activities in each sector. For larger learning groups it may be necessary to form working subcommittees or core groups for different aspects of the subject area. Evolution of a

group may be slow or rapid, dependent on perception of needs and their prioritization and dependent on leadership within the group. Therefore, every group will not follow the same path or pace of development.

The general outlines for the formation and operation of a learning group can be set forth in a study paper prepared in cooperation with ADAB and VHSS. Specific guidelines can be prepared so that any NGO which is willing to take up responsibility for a new sectoral group in the field of its interest will know what practical steps to take.

(15) *Women's issues.* To ensure a balanced socio-economic growth and development of the country, equal participation of women in development is an absolute must. Given their subordinate status and rigidly determined sex roles in Bangladesh, there is no guarantee that rural poor women would automatically participate in and benefit from development activities directed toward empowering the rural poor. Thus explicit attention to gender issues and the role of women in development is essential.

PRIP has recognized this central importance of women in development in its original statement of the project goal, which is "A more productive rural economy achieved by the rural poor, *especially women*, having greater access to and skills in managing productive resources and services." [emphasis added]

The PRIP policy review exercise held in January 1990 also addressed directly the issue of gender in development. The mission statement that emerged from that exercise states this explicitly, declaring that PRIP's mission is

To facilitate services to that part of the non-government sector in Bangladesh which is actively:

- (a) helping rural poor *women* and men increase their access to, production from, and sustainable use of resources in the rural areas[; and]
- (b) encouraging the human development of the rural poor, leading to local decision making about and local control of these resources by those most affected, *particularly women.*<sup>2</sup>

This focus on women's development has carried over into PRIP's activities in a number of ways, both in projects concentrating specifically on women's issues, and in "mainstreaming" a concern for women into the other projects in its portfolio as well. We have attached a separate analysis on PRIP's involvement of women in its effort, which will be found in Appendix K.

PRIP's attention to women's issues has been commendable, as indicated in Appendix K, but there remains a need for this new endeavor to emerge as a driving force for women's issues in the NGO community and encourage NGOs to involve women actively, not only as beneficiaries but also as partners in the development process. As such, PRIP should continue its effort to educate the NGO community to consider gender issues in project selection and management.

---

<sup>2</sup> Emphasis added. See PRIP's Third Six-month Report, Appendix C, p. 1.

(16) *Research*. PRIP projects have been carried out both in action research and in pure research. The Diggait College grant (TA 043) is the only undertaking thus far in the action research area, and two team members visited it on a field trip (see Appendix G for their report). A Winrock project in the pipeline includes an action research project for BRAC on social forestry in the northern border areas among the Garo tribals.

Other possible action research projects which could be carried out through the NGOs or other organized groups are: the experience of putting gender issues into the mainstream of Bangladesh society, biointensive agriculture vs chemical agriculture, independent credit vs a development package, the effectiveness of different learning media, etc.

Pure research studies on landless groups and their activities include the following:

TA 010, for \$2,000 on Patuakhali landless;

TA 003 for \$4,950 on a movement for obtaining khas land in Manikganj; and

TA 023 for \$4010 on a case study on landless in Ramgati.

Since work with the landless and projects to utilize khas land are one of the major activities of Bangladesh NGOs and are the major focus of one of the NGO learning groups that have been set up, PRIP is planning a follow-up seminar on these studies (we would hope through the NGO Coordinating Council for Land Reform).

For future studies, consultancies for research should preferentially involve NGO personnel, if they are sufficiently qualified. A combination of NGO and academic expertise should be the most fruitful combination.

### III. PRIP'S EXTERNAL LINKAGES

(17) *Relations between USAID and PRIP*. Many of the apparent divergences in philosophical approach that appeared to be significant in PRIP's early days now seem to have been resolved, as PRIP has found its role and in the process both educated and been educated by USAID/Dhaka. Both PRIP and USAID/Dhaka appear to have converged for the most part on what PRIP's mission is and how that mission can best be realized.

In the near-term future, PRIP's efforts with the NGO community should fit very nicely within the vision sketched out in USAID/Dhaka's draft CDSS. This is so along several dimensions, as can be illustrated by reference to the strategy chart that is part of USAID/Dhaka's draft CDSS of June 1990 (reproduced as Appendix F to this report). PRIP's program activities relate directly to all four sub-goals, to three of the four strategic themes, to three of the four program objectives, to a number of program interventions within those objectives, and to all three crosscutting themes adumbrated in the CDSS draft. Indeed, the only aspects of the strategy that clearly do not have any PRIP focus are the "open market policy" strategic theme (the project is not intended to promote policy change at the macro-level) and the program objectives and interventions in

the family planning and health area (where Asia Foundation is the USAID-funded agency for intervention).

Of particular note is that PRIP specifically emphasises as major components of its program all three CDSS crosscutting themes: sustainability (of NGOs); involvement of women (across all its projects); and disaster preparedness (the central focus of an NGO learning group). As for specific program interventions, PRIP has sponsored numerous activities in sustainable resource management (e.g., the CARE LIFT agroforestry project), technology development and diffusion (the agricultural demonstration training conducted by AAS), improved entrepreneurial skills (the marketing projects for BRAC and Ideas International), and NGO strengthening (most obviously the serious PRIP involvement with ADAB). PRIP unquestionably fits well into USAID/Dhaka's CDSS framework.

Still, there remain some points in the relationship that are not as good as they might be; the "goodness of fit" between PRIP and USAID could be improved. Perhaps the best way to sum up these differences is to refer to PRIP's goal and purpose as stated in the CA. The project's goal is

A more productive rural economy achieved by the rural poor, especially women, having greater access to and skills in managing productive resources and services.

PRIP's purpose, on the other hand, is

- (a) To build the technical and strategic management capacity of PVOs operating in Bangladesh to more effectively use internal and external resources to benefit the poor.
- (b) To support collaborative efforts (PVO/PVO, PVO/Government, or PVO/Private Sector) to achieve the above.

The purpose of PRIP, in other words, which it is hoped will be attained within the life of the project, is to strengthen PVOs both internally as agents promoting development and externally as they relate to each other, the BDG and the private sector. PRIP's goal, which it is hoped will be attained in the longer run, at least in part through the project having realized its purpose during its lifetime, is to enhance the rural poor's capacity to earn incomes by increasing their ability to utilize rural resources, including their own skills. PRIP should help the rural poor, in sum, but should do so by building capacity within the PVO community, not directly.

So far as the review team could discern, while there may have been some confusion in the past between goal and purpose (with PRIP focusing more with the former and USAID/Dhaka emphasizing more the latter), both USAID and PRIP now agree with the interpretation expressed in the last sentence of the previous paragraph. There is still some lingering divergence of view, however, on two intertwined issues: what exactly constitutes a PVO under the terms of the project; and just what PVO activities PRIP may support under the project's terms.

After some dialogue and exchange of correspondence, USAID/Dhaka has advised that, for purposes of PRIP funding, PVOs comprise "registered NGOs and legally-constituted cooperatives."<sup>3</sup> USAID/Dhaka has further advised that "Landless organizations, unless they have some legal registration and are engaged in developmental activities (which excludes activism on behalf of the landless) do not qualify."<sup>4</sup> Apparently these definitions were checked and cleared with legal counsel at USAID/Dhaka. Accordingly, PRIP is constrained in what it can properly support, both in terms of organizations themselves and in terms of activities.<sup>5</sup>

These restrictions, however, may be less confining than they initially appear, as can be seen from the various reactions to David Korten's visit in January 1990. Korten's trip evidently left some confusion in its wake as to whether PRIP should support such activities as "social transformation," "social mobilization," "people's organizations" and the like.<sup>6</sup> PRIP has felt that all such matters are forbidden to it, whereas USAID/Dhaka avers that these efforts are legitimate claimants for PRIP support, so long as they (a) are carried out by registered NGOs, (b) promise to strengthen NGO capacity, and (c) are developmentally oriented. It would appear that a meeting of minds should not be very hard to achieve.

We strongly urge that PRIP consult with both the Project Officer and the Legal Counsel at USAID/Dhaka to pin down exactly what these various terms mean. And we believe that, once this has been done, PRIP will find the *de facto* meaning of the *de jure* constraints does not unduly compromise its integrity and room for maneuver.

We would further urge that (a) USAID/Dhaka try to be more clear and explicit in its guidance to PRIP, and that it follow up such guidance to ensure that understanding is complete, and that (b) PRIP excise the didactic tendency that has characterized some of its communications with USAID/Dhaka. One of PRIP's secondary objectives has rightly been to educate USAID on the NGO universe in Bangladesh, and PRIP has done very well at this as explained just below, but such education should not be allowed to suffer from polemic. In short, PRIP should be less argumentative, and USAID/Dhaka should be more patient. This is, of course, not an actionable recommendation for which results can be measured at some definite future point. Rather it is a matter of tone, attitude and -- perhaps most of all -- forbearance of each party with the other. We hope our guidance will be taken seriously by all concerned.

It is appropriate to observe at this juncture that in a project of this nature, in which the executing agency is not a USAID contractor in the sense of a turnkey project, nor even in the sense of a discrete sectoral effort like providing specific training (e.g., the

---

<sup>3</sup> See memorandum from Jose Garzon to Richard Holloway, dated 27 February 1990. Both USAID and PRIP have agreed from the outset that the term PVOs comprise a larger category than does the term NGOs; the dialogue concerned just how much larger.

<sup>4</sup> Ibid.

<sup>5</sup> An allied issue here is eligibility to receive foreign funding. Some NGOs are registered with the BDG, but are not certified as eligible for foreign funding. This constraint should be taken into account in planning PRIP funding for NGOs.

<sup>6</sup> See David C. Korten memorandum to Richard Holloway, re "NGO-Donor Issues Agenda," dated 15 February 1990.

prospective Development Management Training project) or managing a specific activity (e.g., Food for Work). Rather PRIP is by its nature more independent and entrepreneurial in developing its role and portfolio of activities. Accordingly, a certain degree of difference and even tension between the perspectives of USAID and PRIP are bound to exist, as the former shows a rightful concern for USAID policy direction and regulation, while the latter exhibits its own proper focus on its purpose as a project. The managerial challenge at both USAID/Dhaka and PRIP, then, is not to eliminate the tension altogether, for that would be impossible, but instead to keep it to an acceptable level and to prevent it from becoming dysfunctional to the project.

Mutual education between USAID and PRIP. Aside from its involvement with NGOs in the family planning sector, USAID has had little if any experience at working with NGOs in Bangladesh since its independence. One of PRIP's tasks has been and will continue to be educating USAID in the ways and customs of the NGO community, especially concerning what is possible and what are the limits of the possible in working with them. PRIP has made a vigorous start in this educational process, and the Senior Coordinator in particular has taken it to be one of his tasks. His lengthy six-month reports and his many philosophical memoranda to USAID are solid evidence of his dedication here. Whether or not PRIP becomes a model for USAID to emulate elsewhere, as was hoped at the time of its gestation as an innovative project, will of course depend on many things beside its own success or failure — the policy climate at USAID/Washington, future USAID budgets, Congressional mandates, etc. — but if there is some desire to draw wider lessons for future NGO-oriented projects, PRIP will have provided ample evidence to draw on.

While USAID has much to learn as PRIP proceeds, it is hardly a *tabula rasa* or blank slate on which the PRIP experience is to be written. Indeed, USAID has a long experience at working with NGOs around the world, and PRIP should seek to harvest and benefit from that experience, both through dialogue with USAID personnel resident in Dhaka and through support from PACT/NY, which has access to USAID-supported American NGOs like Accion International which have worked in other developing areas.

There remains some residual dissatisfaction at PRIP with various USAID expenditure regulations (e.g., the PIO/P requirements, as noted above), but PRIP has learned to live with these rules, and we do not see any future problems here.

(18) *PRIP's relations with PACT/New York.* PRIP is essentially a project of PACT in New York. The cooperative agreement is between USAID and PACT/NY. In its early stages, PRIP had enormous problems with inadequate guidance from PACT/NY in matters of establishing an appropriate financial system, proper financial reporting and dealing with USAID regulations. One result was USAID/Dhaka found itself offering much of the guidance and support that PACT/NY should have been furnishing (and which it had contracted to furnish). In addition, the fact that the Senior Coordinator had no experience in dealing directly with USAID regulations and received very little training in such matters at the PACT/NY office before coming to Bangladesh to begin work made things more difficult.

Fortunately, most of the initial difficulties have been sorted out and the relationship is now much smoother. Over the first eighteen months of the project, PACT/NY has gradually provided much of the needed guidance, particularly in the form of Ed Eads' visit in the spring of 1990. In the future, PACT/NY should continue with guidance of this quality. Specifically, we recommend that the PACT coordinator from New York visit PRIP at least every six months to ensure a good flow of guidance, counsel and communication between PACT/NY, PRIP and USAID/Dhaka. Letters, FAX messages and even overseas telephone calls do not substitute for regular and extended personal communication.

(19) *Domestic NGOs, other foreign donors and larger foreign NGOs.* As can be seen in Appendix A, the review team interviewed a good number of NGO personnel, belonging to both domestic and foreign NGOs and including directors in Dhaka as well as staff in the field. In addition, a sample of professional staff from foreign donors were interviewed as well. The NGO directors were uniformly positive concerning PRIP's ability to respond rapidly to urgent NGO needs. However, some of them noted what they saw as a danger in PRIP assessing proposals too quickly without adequate probing. Donor agency staffers offered similar views.

Some NGO and donor agency officials were wary of PRIP's link with USAID and what effect this could have on PRIP's philosophy of development, which is valued by some as highly as its funding role. NGO directors expressed appreciation for the in-depth studies commissioned by PRIP and for its approach of working through other NGOs rather than trying to do everything itself. They also concurred that the chief reason for PRIP's effectiveness to date has been the presence of the Senior and Associate Directors at the project's helm.

There was some comment that PRIP should think more of core funding for NGOs rather than focusing exclusively on institutional strengthening of the NGO community, and there was some thought that PRIP should think of funding NGOs to seek training on their own, rather than fund trainers who would then seek trainees (i.e., encourage demand-driven rather than supply-driven training), but the great majority of those we interviewed thought PRIP's approach was good as is.

PRIP has established a reasonably good working relationship with other donors who support NGO activities. It was invited to attend an ADAB donor consortium meeting and made a positive contribution toward settling some issues. PRIP, jointly with CIDA, SDC and the Ford Foundation, are proposing to fund ADAB's Three-year Plan. Together with the Ford Foundation and on request from it, PRIP has funded a few other Ford-initiated projects. Ford has expressed satisfaction at having PRIP as a partner because of its freedom and flexibility in funding.

One donor noted a concern about PRIP's bridging grant to ADAB, on the thought that it has slowed down ADAB's progress in finalizing its Three-year Plan. Another felt that PRIP was spending too much effort on activities like training, and not enough on capacity building within support organizations.

(20) *The new NGO Bureau.* The recent establishment of this bureau represented a significant breakthrough for the NGO community, which had been unhappy with the welter of BDG offices they had to deal with, the lack of understanding (tending at times to outright hostility) they faced from the government, and the absence of any coherent BDG policy on NGOs. The presence of the new Bureau, which has come in considerable measure because of pressure on the BDG from the NGO community itself, means that there is now one focal point through which NGOs can deal with the BDG, both for practical, mechanical matters like getting officially registered and for more widespread concerns like lobbying for the NGO community as a whole. The creation of this "one stop shop" is definitely a step forward.

There have been a few problems with the new bureau, however, such as its proposed fee/tax on NGO project approvals and evidence of interference in NGO budgeting, but these may well prove to be start-up difficulties that will soon disappear. There are already indications, for instance, that the fee/tax may be rescinded. Official recognition for PACT has also been a lingering problem for PRIP, but that now seems about to be resolved as well.

PRIP can be of immense help to the NGO Bureau in the latter's efforts to inaugurate a computer database on registered NGOs. PRIP has already computerized information on over 400 small and rural NGOs collected by ADAB, and can transfer this to the NGO Bureau. It can also furnish the Bureau with relevant studies which it has commissioned (e.g., the Indian Government/NGO relations study). Earlier, PRIP had offered to send a team from the Social Welfare Department to study the Indian NGO system, and it could make a similar offer to the NGO Bureau. Thus PRIP can help the NGOs in general in establishing good public relations and a close working relationship with the new Bureau.

#### IV. RECOMMENDATIONS

We have made a number of recommendations regarding PRIP's next three-and-a-half years, which are scattered throughout our report. In this final section, we bring them together under four headings and make an attempt to prioritize them. Where appropriate, we have also pinpointed who we think should take up responsibility for implementing our recommendations and have suggested target dates for their completion.

(1) *Strategic consolidation.* This is the first and most important of our four categories. All four of our recommendations for strategic consolidation focus on increasing coherence within PRIP, rather than branching out into new strategic initiatives.

First, we strongly recommend that PRIP spend its innovative energies on the managerial initiative we have suggested, namely to build a solid monitoring and evaluation capability. The key action implication here is to recruit and support a senior-level M&E coordinator, as outlined in the next section.

Secondarily, we recommend that PRIP add a fifth row to its "policy priority matrix," to be labeled "NGO planning, building, monitoring and evaluation." This should become foremost among what will then be its five program priorities, and PRIP should establish some ranking among the remaining four.

Third, we believe PRIP should create a research and training agenda that will link its activities in these two areas more solidly with its program priorities as set forth in the matrix.

Fourth, we urge a second PRIP policy review session, to be held in January 1991, to assist with this consolidation process. By then the M&E coordinator should be in place, and the workshop can assist in relating his duties to the other aspects of the PRIP enterprise, as well as setting out the philosophical and practical implications of our second and third recommendations in this category. Last year's policy review exercise proved most helpful in assisting PRIP to redefine its focus, and a second one should be so as well.

(2) *Internal PRIP management redefinition.* There are two pressing needs here, as well as a number of second-level priorities. First, and as soon as feasible, the Senior and Associate Coordinators should draw up new job descriptions which will reduce overlap between their responsibilities.

Second, but no less important, PRIP should plan and carry out the recruitment of a senior-level Monitoring and Evaluation Coordinator.

Third, PRIP should delineate a more structured role for its Local Advisory Committee in the project approval process, which will enable it to draw more upon the Committee's expertise and will give it a stronger voice in that process.

Fourth, PRIP should set up a system of external evaluations for its larger projects, say those over \$50,000, such that the evaluation takes place within two months of the end of the project.

Fifth, we recommend that an informal learning network among USAID-assisted intermediaries, such as PRIP, the Asia Foundation and MIDAS be set up to facilitate a mutual learning process .

(3) *Improving PRIP/USAID relations.* In its relations with USAID/Dhaka, PRIP should be less didactic and polemical. It should argue less about whether USAID policy constraints, legal regulations, etc., are justifiable, and instead should talk more in order to discover and uncover what they actually mean and how to work with them. For its part, USAID/Dhaka should be more patient in explaining such matters and make sure guidance is understood. As we have observed several times elsewhere in this review, PRIP is an unusual USAID project. Some (and on occasion much) mutual forbearance will be required to make it work.

(4) *Improving PRIP relations with PACT/NY.* The problems that existed in PRIP's early phase have by now largely in cleared up by PACT/NY. In future, PACT/NY should continue the level of guidance provided by the visit of Ed Eads in the spring of 1990, and the PACT project coordinator from New York should visit PRIP on a regular basis. We recommend these visits take place at least every six months.

## RECOMMENDATIONS, RESPONSIBILITIES & COMPLETION DATES

RECOMMENDATION	RESPONSIBILITY	COMPLETION
<i>I. Strategic consolidation</i>		
(a) Build a monitoring and evaluation capability in PRIP	PRIP & PACT/NY	30 June 1991
(b) Expand "policy priority matrix" to include "NGO planning, building, monitoring & evaluation"	PRIP	31 September 1990
(c) Create training and research agenda	PRIP	31 December 1990
(d) Hold 2d PRIP policy review session	PRIP	January 1991
<i>II. Internal management redefinition</i>		
(a) Delineate new job descriptions for Sr & Assoc Coordinators	PRIP Sr. & Assoc. Coordinators, w/ inputs from USAID/Dhaka & PACT/NY	30 September 1990
(b) Recruit senior-level Monitoring and Evaluation Coordinator	PRIP Sr & Assoc Coordinators	(i) draw up recruiting plan
(i) draw up recruiting plan		30 September 1990
(ii) complete recruitment		31 December 1990
(c) Develop more structured role for PRIP Local Advisory Committee (give it a definitive role in project approval)	PRIP w/ input from USAID/Dhaka	31 October 1990
(d) Set up external evaluation system for projects over \$50,000	PRIP	31 October 1990
(e) Arrange an informal learning network among USAID-assisted intermediary agencies (PRIP, Asia Foundation, CARE, etc.)	USAID/Dhaka to initiate, agencies to continue on their own.	USAID/Dhaka to organize first meeting by 31 October 1990

RECOMMENDATION	RESPONSIBILITY	COMPLETION
<i>III. PRIP/USAID relations</i>		
(a) PRIP should argue less, talk more about USAID constraints	PRIP	continuing
(b) USAID/Dhaka should be more patient, ensure understanding	USAID/Dhaka	continuing
<i>IV. PRIP/PACT relations</i>		
(a) PACT/NY should continue the level of guidance achieved with the Ed Eads visit	PACT/NY	continuing
(b) PACT/NY project coordinator should visit PRIP every six months	PACT/NY	Oct. 1990 (as now planned) & each 6 mos thereafter

APPENDIX A

PRIP REVIEW TEAM

**SCHEDULE OF APPOINTMENTS**

NAME & DESIGNATION	DATE	TIME	TA	HB	JS	RT
Mr. Richard Holloway & Aroma Goon, PRIP*	2 Aug	9:00	x	x	x	x
Dr. José Garzón, USAID, PRIP project officer	2 Aug	11:00	x	x	x	x
Dr. Khwaja Shamsul Huda, ADAB, Director	5 Aug	2:30	x	x	x	x
Mr. Frank Young, USAID, Acting deputy director	6 Aug	9:00	x	x	x	x
Ms. Susan Davis, Ford Foundation, program officer	6 Aug	1:30	x	x	x	x
Mr. Harry Jayasingha, IVS, Director	6 Aug	3:00	x	x	x	
Mr. Bengt Liljenroth, SIDA, Counsellor Ms. Monowara Hussain, SIDA, program officer	6 Aug	4:15		x	x	
Mr. Olivier Carduner, USAID, PDE	7 Aug	10:00		x		
Ms. Janet Dunnett, CIDA,	7 Aug	2:00		x	x	
Mr. Shaikh Halim, VERC	7 Aug					x
Mr. Mahmood Hasan, GSS	8 Aug	3:00	x			x
Mr. Anish Barua, ex-SDC	9 Aug	8:30	x		x	
Ms. Hosne Ara Khan, USHA	9 Aug	10:00	x			x
Mr. Roe Gronnevet, Asst. Res. Rep., NORAD	9 Aug	10:00		x	x	
Mr. Kazi Rakibuddin Ahmed, GOB, NGO Bureau, DG	9 Aug	3:00	x	x	x	x
Dr. José Garzón, USAID, PRIP project officer	11 Aug	11:30		x		
Mr. S. A. Karim, Swiss Development Corporation	12 Aug	9:00	x		x	
Mr. Mobasshar Hussain, MIDAS	12 Aug	11:30	x		x	
Ms. Wahida Huq, World Bank	13 Aug	9:00	x	x		
Dr. Nasirudding & Ms. Eva Rahman, VHSS	13 Aug	11:00	x		x	
Ms. Khushi Kabir, Nijera Kori	13 Aug	3:00	x			x

NAME & DESIGNATION	DATE	TIME	TA	HB	JS	RT
Dr. Atiur Rahman, BIDS	14 Aug	9:00		x		x
Mssrs. Barry Ison, Jeff Evans, Albert Mankin, Ms. Dee Jupp, Ideas International	14 Aug	10:30		x	x	
Mr. Qazi Faruque Ahmed, Proshika-MUK	14 Aug	12:00		x		x
Ms. Betty Steinkrauss, Canada Fund	14 Aug	14:00		x	x	
Mr. F. H. Abed, BRAC	14 Aug	15:00		x	x	
Ms. Raka Rashid, USAID, PDE (WEDB project)	14 Aug	3:30	x			x
Mr. Robin Needham, Acting Director & Lisa Dean, CARE	15 Aug	9:30		x	x	
Mr. Badiur Rahman, Patti Kormo Shohaiyo Foundation	15 Aug	10:30	x	x		
Mr. Peter Graham, MCC	15 Aug	2:00		x	x	x
Field visit to AAS workshop, YMCA campus, Savar	15 Aug	3:00		x	x	x
Ms. Claudia Ford, Population Pgm. Mgr., Asia Foundation	16 Aug	9:00		x	x	
Dr. Shamsul Huda, ADAB	16 Aug	1:00		x		
Mssrs Tony Drexler & Graham Wright	16 Aug	3:00	x		x	x
Mr. Harun er-Rashid, AAS	18 Aug	9:30		x	x	x
Maj. (rtd) Wahidul Hussain, BURO	19 Aug	8:30	x		x	
Ms. Ruby Quader, ADAB	19 Aug	9:15	x			x
Mr. Harry Jayasingha, IVS	19 Aug	10:30	x	x	x	x
Mr. Nayeem Wahra, ADAB	19 Aug	11:30	x			x
Dr. José Garzón, USAID	19 Aug	3:00		x		
Field trip to Jamalpur: Mr. M. Siddique Hussain, Principal, Dighait College; Mr. M. Abdus Salam, Mouchas Unnayan Sangstha Kakraid; Mssrs. Belayet Hossain, Nipun and Les, IDEAS Int'l. (Tangail & Mymensingh);	20-21 Aug				x	x

NAME & DESIGNATION	DATE	TIME	TA	HB	JS	RT
Field trip to Brahmanbaria: Mssrs. Shahur Rahman & Abdul Motallib BURO Office; Mr. Steve Perry & Mohabat Molla, CARE LIFT Project	20 Aug		x	x		
Field trip to Jessore: Mr. Abdur Rab, Program Officer, Jagoroni Chakra office; Ms. Salina Parveen, Shishu Niloy office; Mr. Philip Biswas, Director, Rural Reconstruction Center	21-22 Aug		x	x		
Ms. Fiona Duby, Project Coordinator, ODA	23 Aug				x	x
Presentation of draft report at USAID	26 Aug	9:00	x	x	x	x
Mr. José Garzón & Ms. Ann Schwartz, USAID	27 Aug	11:00		x		
Exit briefing at USAID, with Dr. Malcolm Purvis, Acting Director, and Frank Young, Marian Warren & José Garzón, all Program Office	29 Aug	10:00		x		
Submit final report to PRIP and USAID	31 Aug			x		

\* It should be noted that the team members both individually and collectively held many meetings with the PRIP Senior and Associate Coordinators during the course of the mid-term review.

## APPENDIX B

### PRIP's POLICY PRIORITY MATRIX

Institutional Priorities	Strengthening inter-organiza- tional collaboration		Stengthening Capacities	
Program Priorities	Among PVOs	Among PVO/BDG/Pvt Sector	Organizational Management	Strategic Management
Local Decision Making & Control				
Self-Help Economic Activities				
Self-financed Local Services				
Development at Time of Disaster				
NGO Plan- ning, Building, Monitoring & Evaluation	(NGO networks)		(Individual NGO capacity)	

Source for original: PRIP Policy Review, reprinted in Third Six-Month Report.

## APPENDIX C

### 18-MONTH INDICATORS

#### I. QUANTITATIVE

The Quantitative Indicators were put together at the time of the drafting of the Cooperative Agreement in 1988 (see pages 43). The project has evolved since that time as shown in the three 6-month reports, and some of the terminology has changed. Within these limitations, this paper answers the question of what PRIP has done by August 1990 in comparison with the originally proposed quantitative indicators of progress. In some cases the answers to each section are not mutually exclusive since the sections overlap.

1. *PRIP will have organised activities around at least eight sub-themes of the five program areas*

The original five program areas expanded to six in the first semester, eight in the second semester, and reduced to four in the third semester. There have been activities around the following sub-themes, however:

1. Follow up to Khas land occupation
2. Disaster Preparedness
3. Sustainable Agriculture
4. Training of Trainers
5. Womens Empowerment
6. Strategic Management
7. Computerization
8. Crop Intensification
9. Credit/Income generation
10. Literacy

2. *At least three "Learning Groups" of 2-7 PVOs each will be in operation, each concentrating in one or more of the five PRIP Program themes, and in the aggregate covering three of the five themes.*

Similarly to No.1 - the Program themes have evolved and changed. The whole question of "Learning Groups" has been a discussion point in all three 6-month reports, and there is not a black and white answer to the question of whether PRIP has or has not instituted "Learning Groups". The following groups of activities and organisations are closest to "Learning Groups"

1. Women Gender issues
2. Literacy
3. Development at time of Disaster
4. Training of Trainers
5. Computerization
6. Support Organisations

3. *In connection with the above, two successfully completed training workshops will have been conducted in :*
- a. *Program,*
  - b. *Management,*
  - c. *Strategic Issues, each training at least 10 key staff from 2-7 agencies*

**Program**

1. Disaster Preparedness
  - a. AIT, Bangkok. SG009  
(Participants: 8 people from 8 organizations)
  - b. ADAB:Lessons Learnt. SG005  
(Participants: - 310 participants from 273 NGOs.)
  - c. ADAB/IRDP. SG026  
(Participants: -36 participants from 24 NGOs.)
2. Participatory Video
  - a. WIF. TA012  
(Participants: 50 participants from 30 NGOs)
3. Sustainable Agriculture
  - a. BARRA. TA021  
(Participants: -11 participants from 11 NGOs)
4. Crop Intensification
  - a. Haroun er Rashid. TA020  
(Participants: 94 participants from 10 NGOs)
  - b. AAS . SC003  
(Participants: 30 people from 6 NGOs )

**Management:**

1. Training of Trainers.
  - a. ADAB/Peter Woodrow TA026  
(Participants : 21 participants from 16 NGOs.)
  - b) Iqbal Ahmed. TA028  
(Participants: 16 participants from 12 NGOs)
  - c) EIL. SG031  
(Participants: 37 participants from 21 NGOs.)
2. Participatory Management
  - a. CDS - PAD. TA008  
(Participants: - 30 participants from 12 NGOs)

## Strategic Issues

1. IDR (Institute of Development Research) - Asian Fellows Program.
  - a. 1989. SG004  
(Participants: 1 participant from one NGO)
  - b. 1990. SG028  
(Participants: 3 participants from 3 NGOs)
2. IDR/PRIA - Workshop on Support Organisations. SG019  
(Participants: 11 participants from 9 NGOs)
4. *At least two Training Modules completed around program, management, and strategic aspects of the five PRIP themes: each in operation and ready for adaptation to the curricula of local training institutes*

The training modules listed below have been designed for use by NGOs, particularly Support Organisations - not local training institutes

1. Development at time of Disaster
2. Family Flood Losses Avoidance (not finished)
3. Disaster Preparedness for NGOs staff (not finished)
4. Crop Intensification
5. Case Study Preparation
6. Bio-Intensive Gardening and Regenerative Agriculture Techniques (part funded by PRIP)
5. *Technical Services to at least 10 PVOs working in distinct geographical areas for the purpose of strengthening programmatic, managerial, and strategic applications at office or project site.*
  1. GK (Gonoshostaya Kendra) - Services of Alan Lindquist in economics of irrigation cooperatives TA 004.
  2. Swarnivar Bangladesh - Services of BIDS in Evaluating their work TA 005.
  3. BURO - services of Tony Drexler in management, financial and training issues TA 051
  4. WIF - Services of Sara Stuart in project design SC011 and TA 057.
  5. TARD Computerization - services of Javed Sakhawat in uses of computers TA 019.
  6. ADAB Computerization - services of C. Allard in project design and staff training TA 013 and TA 025 .
  7. VERC Computerization - services of C. Allard in project design and staff training TA 039 and TA 052.
  8. Ideas Computerization - services of C. Allard in project design and staff training SG 025.
  9. VHSS Computerization - services of C. Allard in project design and staff training SG 035.
  10. DAM (Dhaka Ahsania Mission) - services of Shamima Islam and Prof Alan Rogers in evaluation of literacy primer SC 008.
  11. VERC - services of Nurul Haq in evaluation TA 006.
  12. Social Institute - services of Syeda Sultan in legal cases TA 053.

13. RDRS - services of Clarence Maloney in advising on credit programs  
TA 016.
14. GSS - services of Reza Rahman in review of field programs TA 047.
15. WIF - services of Farida Arif in content design and script writing for  
video TA 056.

6. *10-20 Sub-Grants/contracts totalling up to approximately \$ 750,000 for PVO pre-investment, technical assistance, training, pilot and expanded project activities which grow from Learning Groups, applications, and on-site technical services - and which in aggregate cover all five PRIP themes.*

The following projects have been obligated up to June 30 1990:

Sub-Grants:	32	obligating	\$789,774.02
Technical Assistance:	56	obligating	249,988.95
Service Contracts:	13	obligating	116,250.21
Program Travel	<u>04</u>	obligating	<u>23,678.50</u>
	105		1,184,691.68

For details please see Appendix D

The different categories have evolved during the course of the project and are not mutually exclusive - particularly in the beginning.

7. *At least five Program Designs developed for wider impact by the Learning Groups with at least two collaborative PVO pilot or expanded projects in one or more PRIP themes passed to other donors.*

The terminology of this section is complicated:

PRIP has been instrumental in getting the following programs designed:

1. Data Bases for Umbrella organisations on NGOs in Bangladesh (ADAB/VHSS/PRIP)
2. Disaster Preparedness Measures for families
3. Disaster Preparedness Training for NGO staff
4. Participatory Video Unit at WIF for Bangladesh NGOs' use.
5. Management Information Systems for Swanirvar Bangladesh
6. Financial Management for BURO
7. Development at time of Disaster for NGOs in Bangladesh

All of these to a greater or lesser extent can be replicated by other organisations and some of which have specifically been designed for use by other organisations.

In many cases the program design became the project, and the project was the means by which the program was designed and then implemented.

In most cases such ideas were not passed on to other donors - they were developed with organisations which were funded by many donors, and the information was shared with those donors.

8. *At least an additional 5-10 PVO projects planned for submission to the PRIP Project Selection Committee over the coming year, in the aggregate covering all five program themes.*

The following projects are in the pipeline at different stages of preparation:

FIVDB	Publishing a research project on Literacy
ODI	Agricultural Case Studies
	1. FIVDB
	2. Proshika MUK
	3. RDRS
	4. BRAC
ADAB:	Family Flood Losses Reference Manual and Pictures
ADAB:	NGO Training Modules on Disaster Preparedness
USHA	Training of Trainers in Gender issues
SLARTC	Starting a Bangladesh version of their training courses
WIF	Participatory Video Unit
ADAB	Computerization/2
ADAB	2nd Bridging Grant
EIL	NGO Training of Trainers courses
Swarnivar	MIS/FIS Consultancy
Aid to Artisans	Placing goods in US markets through BRAC
CIRDAP	Training for MCC and ADAB
MAWTS	Computerization
FIVDB	Staff Development
CAMPE:	Start Up costs
FIVDB	Literacy Materials for neo-literates development

9. *At least two new PVO Learning Groups in formation to start work in the coming year - covering all five Program Themes*

If the proposed ADAB plan goes into effect, a number of sectoral or learning groups will be created. Apart from these - with which PRIP is connected through its connection with ADAB - PRIP has also worked to form two new Learning Groups on:

Khas Land Occupation  
Environment

## II. QUALITATIVE

These are given on pages 43-44 of the original Cooperative Agreement.

1. Evidence of more effective PVO approaches to client communities, associations, and other beneficiary sub-groups, through better development communications skills and more responsive technical counselling around PRIP themes.
2. Evolution of better management, accounting, and monitoring systems among participating PVOs.

3. Sharper PVO strategic focus, evidenced through specific collaborative PVO plans, PVO cooperation with others such as local community entities and government, etc.
4. Stronger PVO capacities to promote, sustain, and extend development around PRIP themes through professional growth which does not over-extend organisational resources.
5. Increased use of community level volunteers, and development of community resource people across PRIP themes, among participating NGOs - to stretch their resources and build local sustainability
6. More thematically-informed, managerially sound and strategically aware PVO pre-investment, pilot and expanded projects for PRIP Project Selection Committee and other donor consideration.
7. Greater expressed community, PVO, Government and donor interest in the overall PRIP effort.

## APPENDIX D

### List of All Projects by name, kind, number and amount, and six month period

(SG=Sub-Grant: TA=Technical Assistance: SC=Service Contract: PT=Program Travel)

<b>Ist 6 Month Report</b>			<b>\$</b>
SG/1	SCF(USA)	Video and Meeting on the empowerment of women	6,000
SG/2	IVS/B'desh	Strengthening and Extending the Village Volunteer Prog(with ADAB/VHSS/VERC/CDS)	219,971
SG/3	CDS	Network meetings	1,600
SG/4	IDR Boston	Participant in Asian Fellows Program	9,100
SG/5	ADAB	Disasters - Lessons learnt Workshops	5,143
SG/6	HIID/ARIES	Participant in Case Study Training Workshop (USA)	5,602
SG/7	Mauchak	Disaster relief coordination researchin Daulatpur Tornado	46
SG/8	ADAB	Computerization	4,150
SG/11	EIL	Participant in Monitoring and Evaluation Course	9,498
TA/1	H.Jayasingha	Introducing PRIP in Bangladesh	3,000
TA/2	D. Kortcn (IDR)	Establishment and Extension of PRIP in Bangladesh	5,981
TA/3	A. Ziauddin	Landless Groups and Legal Aid - Research in Manikgonj	4,950
TA/4	A. Lindquist	Writing Proposal for Irrigation Cooperatives for GK	2,000
TA/5	A.N.Chowdhury	Writing Proposal for Training/Financial Management at Swarnivar Bangladesh	1,200
TA/6	M.N.Haq	Evaluation Study for VERC	4,625
TA/7	C. Maloney	Descriptive Study of BURO	1,650
TA/8	O. Farruque	Management of PAD workshop	<u>1,188</u>
			<b>285,704</b>
<b>2nd 6 Month Report</b>			
<b>A. Participation in Local Governance</b>			
TA 010	Jahangir Alam	Research into Patuakhali Landless	2,000
TA 014	Mohsin Ali	Translation into Bangla of Manikgonj Khas Land Book	156
TA 017	Rahmat Ali	BDMKS landless members info.	1,036
TA 023	Osman Gani	Ramgati Landless study	4,010
TA 036	M. Chowdhury	Collection of folk songs on land issues	822
<b>B. PVO/Local Government Collaboration</b>			
PRIP	R. Holloway	Re-writing NILG guidelines on NGOs	
SG 011=	BURO	Bridging Grant ( <i>see also D</i> )	4,800
SG 016=	BURO	Training/Learning Courses/Workshop ( <i>also D</i> )	4,975
TA 024=	Tom Timberg	Swarnivar Bangladesh advice on the evaluation ( <i>see also D</i> )	1,700
TA 027=	T. Drexler	Proposal writing for BURO ( <i>see also D</i> )	2,625
<b>C. Local Self-Help Economic Activity</b>			
SG 021	CARE	LIFT Extension materials replication	6,481
SG 023	CARE	LIFT Agro-Forestry project	98,789
SG 025	IDEAS Int.	Outreach program	58,652
TA 020	D. Gisselquist	Agric. Intensification training	15,652
TA 021	Nurul Alam	Bio-Intensive Agric Meeting	10,468
TA 037	I. Ahmad	Income Generating Project	8,750

## case studies

## D. Self-Financing Local Services

TA 016	C. Maloney	RDRS Credit study	2,925
SG 011=	BURO	Bridging Grant ( <i>also B</i> )	4,800
SG 016=	BURO	Training/Learning Courses/Workshop ( <i>also B</i> )	4,975
SG 013=	BIDS	Swarnivar B'desh Evaluation Study ( <i>also B</i> )	47,231
SG 014=	RDRS	Translation/distribution of PRIA book "False Contradictions"	312
SG 022	BURO	Institution Building	99,598
TA 005=	A.N.Chowdhury	Writing Proposal for Training/Financial Management at Swarnivar Bangladesh ( <i>also B</i> )	1,200
TA 007	C. Maloney	Descriptive Study of BURO ( <i>also B</i> )	1,650
TA 024	Tom Timberg	Swarnivar Bangladesh advice on the evaluation ( <i>also B</i> )	? 1,700
TA 027	T. Drexler	Proposal writing for BURO ( <i>also B</i> )	2,625
TA 031	Fa. Timm	Managing meeting on Literacy and Human Rights	922
TA 033	S. Islam	Evaluation of Ahsania Mission Literacy materials	391
TA 038	Abdur Rashid	Collection of Non-Formal Education materials	625

## E. PVO Management Strengthening.

SG 010	CIRDAP	2 invitees for Monitoring and Evaluation meeting	3,456
SG 012	TDH	Management Development Training (13 Participants)	455
SG 014	RDRS	Translation/distribution of PRIA book "False Contradictions"	312
SG 015	Aloshika	Invitee to Training at AIRD	864
SG 017	SLARTC (India)	8 invitees for womens training	1,763
SG 018	RDRS	Translation/Printing of Werner's "Empowerment and Health"	869
SG 020	IVS	Computer Purchase	1,200
SG 024	TARD	Institution Building	49,437
TA 012	Sara Stuart	Participatory Video Planning trip	8,400
TA 013	C. Allard	ADAB computerization Pre- Feasibility study	2,469
TA 019	J. Sakawat	TARD computer training	2,600
TA 025	C. Allard	ADAB Computerization - Feasibility Study	5,323
TA 028	Iqbal Ahmad	Case Study Training	747
TA 030	A. Matin	Training to SOJAG	1,721
TA 032	M. Awal	Study of Management Training	1,066
SC 001	CDL	Publishing	51,424

## F. Disaster Preparedness

PRIP	R. Holloway	Disaster Preparedness Training	
SG 009	IRDP	Disaster preparedness Training	5,109
TA 018	Iqbal Ahmad	Disaster Case Studies	1,250
TA 026	P. Woodrow	Relief/Development Training	5,710

## G. The Improvement in NGO/Government/Donor Relations

PRIP	A. Goon	Study of Indian Govt/NGO relations	
TA 011	A.N. Chowdhury	Compiling donor information on NGOs	5,400
TA015	C. Maloney	NGO Registration Study	1,650
TA022	Sigma Huda	NGO Registration Study Advice	600
TA 029	T. Drexler	Management advice to PRIP on USAID systems	875
PRIP	All staff	Dissemination of publications of interest to NGOs	

### 3rd. 6 Month Report

#### 1. LOCAL DECISION MAKING AND CONTROL

##### A. Strengthening Inter-Organisational Collaboration

SG29	SLARTC	3 staff to Bangladesh for consultations	3,103
SG30	IDR, Boston	3 participants in Asian Fellows Program	28,134
SG31	SLARTC	4 participants in Women and Violence Meeting in Calcutta	412
SG32	ADAB	Contribution to 6 months Bridging Grant	95,243
TA40	D. Korten	Consultant to PRIP Programming	6,971
TA42	A.E. Drexler	Completion of research on NGO registration in Bangladesh	2,000
TA46	Hosne A Khan	Training Courses on Gender and Development for USHA	9,531
PRIP	PRIA/IDR	2 PRIP staff to Support Organisations meeting in Delhi	
SC09	ASA	Purchase of Book on Legal issues for women	8,696
SC11	MSC	Equipment advice on Participatory Video Unit	1,600
TA56	Farida Ariff	Consultancy on Women in markets video	1,159

##### B. Strengthening Management Capacities of Individual NGOs

TA34	C. Allard	ADAB/VERC/PRIP computer Training	9,000
TA47	R S. Rahman	Case Study of GSS group building	1,250
TA52	C. Allard	VERC Computer Training (advanced)	3,929
TA53	Syeda Sultan	Legal Aid to Social Institute	1,061

#### 2. SELF-HELP ECONOMIC ACTIVITIES

##### A. Strengthening Inter-Organisational Collaboration

TA35	Marcy Vigoda	Editing Women in Markets report	2,520
TA48	H.er Rashid	Agric Demonstration services to NGO agric programs	4,328
TA54	J. Sakawat	Proposal for NGO Financial Self-Reliance workshop	540
SC03	A.A.S.	Agric Demonstration services to NGO agric programs	26,134
SC07	WIF	Video of Women in Markets and Commercial Areas	6,500

##### B. Strengthening Management Capacities of Individual NGOs

TA51	A.E.Drexler	Consultant for Management Training at BURO	62,408
TA55	J. Buckland	Study of MCC's agricultural work	6,655
PT01	MIT, Mass.	2 participants from Grameen Bank to meeting on Housing	8,887

#### 3. SELF-FINANCED LOCAL SERVICES

##### A. Strengthening Inter-Organisational Collaboration

SG28	ICAE	2 participants at Bangkok literacy meeting	3,103
SG33	EIL, Vermont	Exploratory Visit for Training for Trainers courses	14,548
TA49	M. Awal	Directory of Support Organisations/VROs	3,091
SC04	CAMPE	Popular Education Campaign Materials	3,411
PT02	AIDS Conf.	1 participant from VHSS to San Francisco	3,225
PT03	U. of Mass.	3 participants for Summer Institute on Literacy	16,495
PRIP	ICAE	1 staff to Bangkok literacy meeting	

##### B. Strengthening Management Capacities of Individual NGOs

TA41	Stephen Roy	Training at ALOSHIKA	2,783
TA43	Atiur Rahman	Research into College based outreach programs	4,611
TA44	A. Rogers	Evaluation of D.A.M. literacy materials	500
TA45	MIDAS	Business Plan for WIF P.V.U.	1,697
TG04	Proshika Com.	Air fares for study tour	743

SC08	DAM	Translating APPEAL literacy materials	1,014
SG34	Ashoka Fdtn.	Study Tour for representative of ASBE	720

#### 4. DEVELOPMENT AT TIME OF DISASTERS

##### A. Strengthening Inter-Organisational Collaboration

TA50	N. Alam	Bibliography of disasters literature in Bangladesh	3,246
SC02	Proshika MUK	Production of Flood Pictures	3,849
SC06	POUSH	Popular Education Materials on environmental problems	3,143
PRIP	UNDP	1 staff participation in UNDP brain-storming on Floods	
PRIP	ADAB	2 staff participation in Family Flood losses project	
PRIP	ADAB	2 staff participation in Disaster preparedness modules project	
SC12	E. Hacque	Workshop on NGO Disaster Preparedness Training course design	1,165
SC10	ADAB	Meeting on Family Flood losses (with UNDP)	585

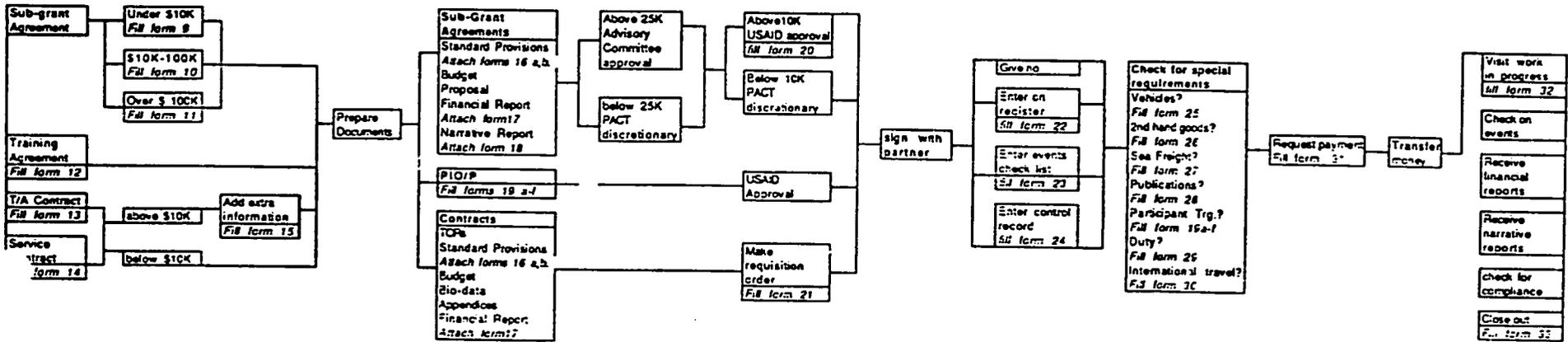
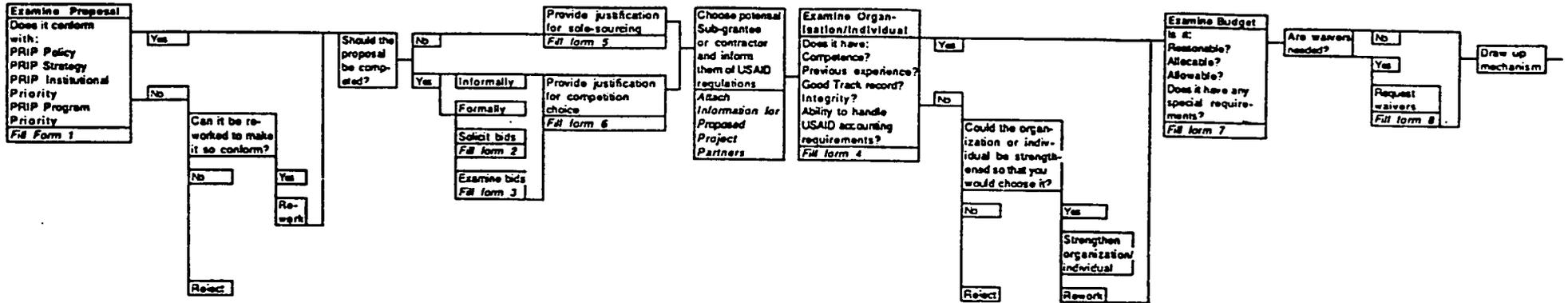
##### B. Strengthening Management Capacities of Individual NGOs

SC05	POUSH	Visual data base on environmental problems of SE	7,071
------	-------	--	-------

<b>TOTAL</b>			<b>347,676</b>
--------------	--	--	----------------

History/Documentation of Project

No: [ ] Organiz/Indiv. [ ] Project [ ]



PRIP APPROVAL PROCESS

48-

# BANGLADESH CDSS STRATEGY

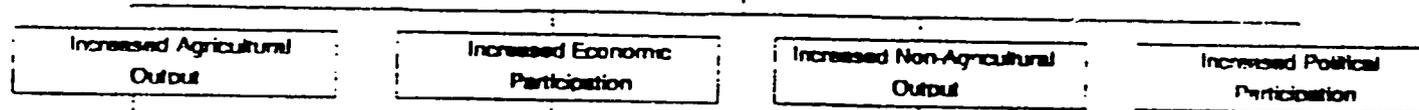
STRATEGIC VISION

Structural Transformation to a Diversified Open Economy

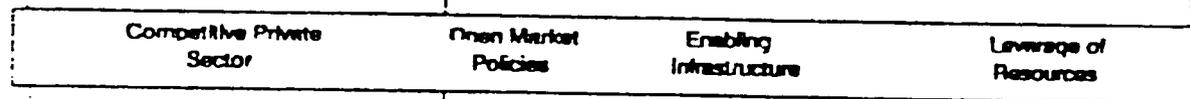
GOAL

CDSS GOAL:  
Increased Sustainable Growth and Poverty Reduction through Open Markets and Open Societies

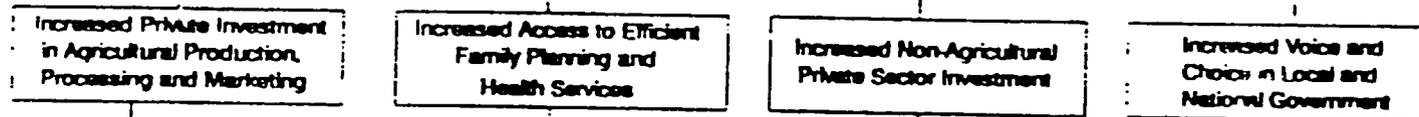
SUB GOALS



Strategic Themes:



PROGRAM OBJECTIVES



PROGRAM INTERVENTIONS

Crosscutting Themes:

Sustainability

Involvement of Women

Disaster Preparedness

- Open market price policies
- Input privatization
- Sustainable Resource Management
- Technology Development and Diffusion
- Rural Infrastructure

- National Program Development
- Decentralization of Services
- Policy Analysis
- NGO Service Delivery
- Social Marketing
- Private Sector Initiatives
- Child Survival

- Deregulation of Private Sector
- Strengthened Financial Markets
- Assistance to Small and Medium Enterprises
- Improved Entrepreneurial Skills

- Civic Participation
- NGO Strengthening
- Improved Accountability of Local Government
- Support for private Sector Associations

USAID CDSS STRATEGY CHART

APPENDIX F

## APPENDIX G

# PRIP PROJECTS AND LEARNING GROUPS: A SAMPLER

## I. PRIP PROJECTS

### (1) ACTION RESEARCH

There has been little stress on participatory action research in rural development in Bangladesh (other than the ASARRD project of FAO some years back). Good training is available at PRIA in Delhi on participatory research, especially by organized groups of the rural poor but not in Bangladesh. PRIP has funded Dr. Atiur Rahman's action research project (TA 043 for \$4,611) by college students of Dighpait Shamsul Huq College of Jamalpur on a credit program for 50 poor women of two villages near the college.

The college is a people's creation, opened in December 1985 but destroyed in a storm in April 1990. Four poor but meritorious students under the guidance of the Principal are organizing the women into groups of 5, who learn in the first 6 months to sign their names, get some rudiments of literacy and numeracy (method unspecified), begin savings and plan for income-generating projects. They are eligible for project loans up to nine times their savings.

Two of the evaluation team members visited the project villages and were highly impressed with the successful working of the project under low funding and completely under control of the local people. All 50 women had received either personal or group loans (at 7% interest) and were enthusiastic about improving their lives. Twenty women were planting a banana orchard on 60 decimals of land and doing all the work themselves.

Dr. Rahman has written a 22-page scientific report on the project in June 1990, which gives the result of a resource survey of landholding, occupation, family size, literacy, income and diseases. Monitoring and final evaluation were not included in the original proposal, but were called for by PRIP.

Since Dr. Rahman is a good scholar and a clear writer, this project can serve as a model for future action research projects. It should be noted that educational institutions are not included in the funding field of PRIP. Yet this college is developing a strong social awareness as a result of the PRIP project. An NGO might be interested in taking up the spread of such projects if the evaluation proves it to be replicable.

## (2) IDEAS

IDEAS is an organization involved in the development of cottage industries. It imparts skill training to poor women, buys products from them and sells through its showroom and Sales Centre in Gulshan, Dhaka. It is also embarking on a plan to export its products abroad. IDEAS is registered in Australia and is a part of the Australian Baptist Mission in Bangladesh.

The grant to IDEAS (SG 025) is a fairly large one (\$66,990) when compared to the typical grants PRIP makes. The purpose of the grant was craft extension activities, training workshops for producers and increased collaboration among NGOs involved in similar work. However, most of the funds were used to buy computers (two computers, two printers - one laser, other software and hardware). Two more computers, etc. are also being bought.

The evaluation team has spoken to IDEAS management and visited its producers in Tangail, Modhupur and the training centre in Mymensingh (which is a part of the Baptist Mission and it is difficult to separate IDEAS from the Mission). The impression one gets is that it is an organization with tremendous expenses at the top with not enough benefits trickling down to the beneficiaries. Moreover for an NGO with such a large budget the number of beneficiaries seem to be low. In one study (Hashemi) it is stated that the number is around 600, however the IDEAS management claim the figure to be around 3000. There has not been any independent evaluation of IDEAS project but it does not seem to have any problem in attracting donors.

It is learnt that a study (funded by NORAD) is currently being undertaken by IDEAS on the socio-economic impact on the beneficiaries of IDEAS.

As a result of the visit of the evaluation team to the IDEAS centres in the field the following observations are made.

- a) "Nakshi Katha" is one of the biggest money makers among crafts. The girls in IDEAS' production centre in Sadhupara get Tk. 2.60 per hour which doesn't compare favourably with Tk. 3.50 per hour for over 150 products of the Jute Works, a similar project.
- b) Two brothers work for IDEAS but are part of a private family business in weaving at Korotia run by another brother for sale to IDEAS. This is contrary to an NGO principle that no employee can be a beneficiary of a project.

As there has not been any proper evaluation done it is difficult to gauge the effectiveness of the organization in poverty alleviation and increasing the income of the poor. Since PRIP has supported IDEAS and may continue to do so in the future it should commission an independent cost-benefit evaluation (ideally, jointly with the other donors). Additionally, the proposed senior monitoring officer of PRIP should address the following questions:

- a) How many other NGOs have been trained by IDEAS in craft design and production as a direct result of the PRIP grant ?
- b) How many producers' workshops were held ? Who were the participants other than IDEAS employees ?
- c) Was a joint (DANIDA, NORAD, WORLD VISION, PRIP) audit done of grant funds as required by the PRIP contract ?
- d) Have there been regular meetings of the representative handicraft organizations (ECOTA) ? What is the outcome ?
- e) How are the 4/5 computers used ? Who in the organisation uses them and for what purpose?

### (3) AGRICULTURAL ADVISORY SERVICES

Agriculture Advisory Services has been set up by Harun ur Rashid as a private service to give training on crop diversification and continuous cropping system demonstration to interested NGOs.

This project has raised a number of doubts in the minds of the evaluation team. There have been three consultancies given to two people (David Gisselquist & Harun ur Rashid) TA020 \$15,652, TA048 \$4,320 and SC003 \$26,134 (total=\$46,106) for similar activities. There has not been any extensive monitoring or evaluation of work done under these contracts, though the Senior Coordinator has visited the training sessions.

A number of reputable NGOs in Bangladesh have been working for many years in continuous cropping and bio-intensive agriculture, MCC being a prominent one. When PRIP broached the subject initially of using the two consultants, the reaction from the NGO world was mixed, as the methods used were not deemed appropriate and cost effective by some of the NGOs (e.g., MCC). However, as there was support from some of the others (e.g., CCDB), PRIP continued in this venture and funded Harunur Rashid along with an office and vehicle. The evaluation team visited a training session of AAS held at YMCA in Savar (the second one during the six-month funding period) and found no practical training nor any demonstration plot of their own. This is particularly relevant, since the training was to be exclusively on demonstration plots. They did, however, visit plots of DSC, another NGO, and other places where some form of practical work and training is given.

The reporting of AAS has been inadequate and the bookkeeping poor. Almost all the staff in PRIP office have cast suspicion on the integrity of this project. Even the Associate Coordinator has strong reservations about the proper utilisation of funds and the usefulness of this project for the NGOs .

With this background, PRIP has received another proposal from AAS for massive funding. The evaluation team cannot find any justification for further funding without

first ascertaining effective use of funds already disbursed. If this sort of project is found to be useful and justified by the experts, then it should preferably be funded through a reputable NGO like MCC, BRAC, RDRS, etc. instead of through one or two individuals whose accountability leaves much to be desired. Moreover, the proposed project is very ambitious, it includes a wide diversity of activities -- orchards, audio-visual, drama, nursery, etc. It is also proposed that landless groups would be included in their activities. AAS hardly has the capacity or capability of working in all these areas.

#### (4) BANGLADESH UNEMPLOYMENT REHABILITATION ORGANIZATION (BURO)

BURO is working since 1984 to assist the rural poor to organize themselves and help them to understand the benefits of collective action in mobilizing local financial resources to generate income, provide employment and raise standards of living. There is no exclusive target group and all members of the community both rich and poor can be members of BURO. However, the target group for the savings and loan program is the poor.

BURO organizes and operates small saving centres for its members and provides technical services in cooperation with existing government development assistance. The savings are used to provide small loans to permanent members for individual or collective income generating projects. BURO in cooperation with the private sector supplies tubewells and galvanised iron roofing materials to its poor members on a hire purchase basis.

PRIP's Involvement BURO assists unemployed and poor people to save and pool their resources and use those resources to invest in small productive projects and activities. BURO is developing a village-based small banking network through its small savings centres, which provide banking services for poor rural men and women. These services are financed and managed by people of the community. A preliminary analysis of BURO operations shows that while the quarterly financial reports from small savings centres may show a positive balance of cash receipts and expenditures, liabilities seem to be growing more rapidly than assets, resulting in accumulated losses on operations and a serious threat to long-term financial viability. PRIP's assistance will organize BURO so that its savings and loan operations will be economically viable and the district, upazilla and small savings centres at the union level will produce enough profit to support the national level. The PRIP support is expected to result in a self-sufficient BURO program which will improve profitability, accountability and management and expand the overall level of BURO's work.

PRIP allocated a total of US \$176,056 (one of the largest grants to a single organization) under the following project heads:

Date	Grant No.	Name	Purpose	Amount (US\$)
July,89	TA007	C.Maloney \	Study of BURO	1,650
Aug.89	SG011	BURO	Bridging Grant	4,800
Sept.89	SG016	BURO	Training Workshop	4,975
Oct. 89	TA027	T.Drexler	BURO Proposal	2,625
Jan.90	SG022	BURO	Institution building	99,598
Mar.90	TA051	T.Drexler	BURO Management Training	62,408
Total:				176,056

TA007 produced a 24-page comprehensive report on BURO's activities, coverage and organizational structure.

SG11: A bridging grant to BURO was given, as BURO failed to get funds from UNFPA because of government objection. The grant was mostly (60%) spent on printing of forms and documents for the credit program of BURO. Another 30% was spent on honoraria and training allowances of BURO officers, which enabled BURO to keep the program moving.

SG16: Training/Learning Course/Workshop was given to train 304 workers of BURO. A total of eight workshops, each of five days duration, were organized to train BURO workers.

TA027: Tony Drexler was hired to write a two-year project proposal for BURO: Organizational Strengthening of Rural Savings and Investment Program. The two-year project proposal was funded by SG 022.

TA051: Technical Assistance, Audit and Evaluation Support to Assist BURO. Technical assistance includes salary and other expenses to two advisors, 1) Financial Management Technical Advisor, and 2) Organization and Training Advisor.

BURO's two-year plan includes salary support for professional and administrative staff at headquarter level (41%), transport for field activities (14%), training (14%), equipment and supplies including computer and vehicle (20%) and other direct costs (11%).

Comments. BURO is attempting to establish a new model for economic development based on the mobilization of financial resources from within the community. However, the existing financial model of BURO needs some adjustments in order to achieve self-sufficiency. The PRIP grant is providing technical and training support to assist BURO in developing a model for its program and strengthening its organizational structure. As such, the project conforms to PRIP's objectives to provide for improved local self-help economic activities and for local services for the poor, financed and managed by them. BURO also represents a strategic collaboration between NGOs and local government and also between NGOs and the private sector to develop the poor.

The project is well-conceived. However, the question is whether the BURO policy makers, administrators and workers have credibility, capability and commitment to implement the project effectively. So far, BURO was operating more on idealism than professionalism. There is conflict between BURO's need for organizational control of program activities and accounting and its philosophical commitment to decentralised decision-making authority. It is a high risk but high return project. It needs close monitoring and careful documentation of its day-to-day development, which can be a valuable experience for other NGOs engaged in such a venture.

## II. TWO LEARNING GROUPS

### (1) DISASTER PREPAREDNESS GROUP

Bangladesh is beset with natural calamities every few years. During or after disasters, NGOs mobilize their forces to give quick relief and rehabilitation to the suffering people. But the experiences of the NGOs had never been systematically collated and used for disaster preparedness planning.

Coordination of disaster relief and disaster preparedness was long a function of ADAB. After the disastrous flood of 1988, in which ADAB played a big role, it wanted to take advantage of the lessons learned and prepare for future disasters in various ways. From its beginning, PRIP was closely involved with ADAB in this work and in its funding, and was active in the planning of workshops and in suggesting related activities. This work responded to clear NGO needs for more information, training on disaster preparedness and the possible responses of the NGOs.

Through SG15 (\$ 5,143) ADAB was able to hold a 2-day workshop for 310 participants from 210 NGOs in its 13 District Chapters in 1989 in order to learn the lessons emerging from the flood relief work. In July 1989 under SG009 (\$ 5,109) ADAB sent 8 NGO representatives to Bangkok for a training on IR/DP (International Relief & Development Project) of Harvard University. It embodies the concept of looking forward to development activities even at the time of relief. Nayeem Wahra of ADAB stated that the best result of the Bangkok workshop was the contacts with other countries and learning about their experiences, though they had not prepared any written case studies in advance.

Since there were no case studies on Bangladesh included in this workshop, PRIP contracted with a management consultant, Iqbal Ahmed, for preparing two disaster case studies on CCP (Community Preparedness Program) in Noakhali and on RDRS (Rangpur Dinajpur Rehabilitation Service) in Rangpur (TA08 for \$1,250). He had previously attended a 5-day training on case study methodology at Harvard University under SG 006 (\$5,618).

The two case studies were used as the basis for discussion at two IRDP workshops in Dhaka directed by Peter Woodrow of Harvard University under TA 026 (\$5,710) and organized by ADAB. Also used (in draft form) for the workshops were some of the 18 flood pictures produced by Proshika MUK under SG 002 (\$ 3,849.21 for 500 sets).

ADAB has a permanent Environment and Disaster Preparedness Cell for continuing the sectoral coordination. PRIP is closely working with ADAB for follow-up by transferring the previous fruits and results to other NGOs through a training module. Another project funded by PRIP that will be beneficial to this learning group is the preparation of an annotated bibliography (TA 050 for \$3,246) of literature on disasters in Bangladesh. It will be distributed to all the NGOs which are members of the learning group.

The lessons of the Dhaka workshop were the basis of a follow-up in Faridpur, which 14 NGOs attended out of 22 invited. The need was felt to prepare a disaster preparedness module, which a team of four has just finished (about 200 pages). It will be distributed to all the NGOs which participated in all the workshops.

The Proshika pictures were found to be very helpful but there is no report on any field test yet. Pasting the instructions and questions on the back of each picture will improve their usefulness. They and the module will be the subject of a training for two NGOs of Manikganj at the end of August.

The workshops were regarded by ADAB as very useful because they identified many drawbacks of the NGO programs. The foreign expert (Dr. Woodrow) was not effective, however, because many could not understand him and foreign case studies were emphasized in the absence of good local case studies. Iqbal Ahmed was said to be good in presentation but weak in the knowledge of NGOs and disaster matters. Both ADAB persons involved with this learning group thought that foreign experts are not needed, except those like Hugh Brammer, Ed Clay and Bruce Currey, who had much previous experience in Bangladesh. Their services could be called upon when they were in Bangladesh on other business and thus great savings could be effected.

NGOs were said to have excellent experience but little analysis or documentation of their efforts has been done. Therefore, PRIP could help in gathering reference materials and in creating a resource centre in ADAB for documentation. Someone could be sent for special training at a specialised documentation centre.

**COMMENTS:**

1. The consultancies involved in this learning group raise the question of level of funding versus the needs and quality of the work. Iqbal Ahmed as consultant was to have prepared two 15-page case studies on CPF and RDRS for Tk. 15,000 each, even though his normal short term consultancy fee was Tk.3,500 (on his own written admission). The RDRS case study for the ADAB workshop was a 5 1/4 page document edited by Peter Woodrow and containing no new information on the disaster area that was not already readily available. The other "case study" was nothing but the Cyclone Disaster Preparedness Plan of the Bangladesh Red Crescent Society, which was not based on the consultant's field visit to Noakhali (where he was rained out).

This is in marked contrast to the consultancy for DAM, in which a local and foreign consultant for only \$891 between them produced an excellent lengthy report on the structure and operation of the literacy program and its teaching materials. The PACT manual (1.3) refers to NGO sensitivity about exorbitant payments to consultants when they are disproportionate to benefits received. Another instance would be the grant of Tk. 8,000 each for a short re-writing of the draft reports of 20 case studies by NGO workers, who have done the most important part of the work already.

Such a practice boosts the honoraria for local consultants and NGO trainers to a point where NGOs must either pay likewise or rely on the relatively few volunteers still available. For example, under SC 012 four NGO workers of different NGOs were paid Tk.7,000 each as honoraria for a 5-day workshop outside Dhaka to design a training course. Normally, such persons are paid full salary from their organization for the time they are on deputation.

It would seem that consultants are not so unique for a particular purpose as they are made out to be ("sole sourcing"), e.g., several NGOs have done good case studies on income-generating projects. If consultancies were more competitive, the price would surely come down. One could take advantage of experts when they are in Dhaka for other purposes, as is often done by NGOs to reduce the great expense of foreign consultants, e.g., Prof. Alan Rogers on the DAM evaluation.

2. Substantively, this example of a group is the best model of a close working relationship between PRIP and ADAB, resulting in a rapid flow of PRIP-funded projects which are closely connected with each other and conspire toward a definite goal.

## (2) LITERACY LEARNING GROUP

The impetus came originally from a seminar on "Education as a Human Right" for the observance of Universal Human Rights Day on December 10, 1989 (SG 031 for \$922), run by CCHRB (Coordinating Council for Human Rights in Bangladesh). The project was to coordinate for the first time the many NGOs engaged in literacy teaching and the preparation of materials, and to gather the materials for exhibition at the ICAE (International Council for Adult Education) conference in Thailand in January, 1990. PRIP later published the proceedings of the seminar in Bengali (SC 001 to CDL).

Two delegates of the ICAE Conference were funded by PRIP (SG 028 for \$3,013); delegates from PRIP, BRAC and VHSS also attended. A bogus organization (NANFAE) claimed to be the national coordinating group for literacy in Bangladesh, but on the protest of the other delegates the ICAE officials de-registered NANFAE. After the delegates returned to Dhaka several interested NGOs met 5 or 6 times, with ADAB attending from the beginning. In April, CAMPE (Campaign for Popular Education) was formed and elections were held. Abed, Director of BRAC, became President; Zaman, Director of FIVDB and Faruque, Director of Proshika-MUK were jointly Vice-Presidents and Mahmood, Director of GSS became General Secretary. ADAB wanted to provide accommodation for CAMPE and to assume responsibility for it, but it was decided that GSS should be the lead agency and give office space to CAMPE.

On June 25 it was resolved to draw up a Constitution, register CAMPE under the NGO Bureau (and as a member organization of ADAB) and seek autonomous funding of 11 crore Taka for a nation wide literacy campaign. A work plan for one year has been drawn up and a budget of \$50,000 submitted to PRIP. CAMPE has already held one national workshop. A Task Force of 5-6 NGO literacy experts will soon review existing literacy materials.

### COMMENTS:

1. Such an expensive advertising campaign so early in the organization of CAMPE does not seem warranted. There was no brochure prepared nor any written information of any kind to hand out to persons who responded to the ads with a desire for further knowledge about the literacy campaign.

Other grants : Through TA033 (\$391) and TA 044 (\$500) a local consultant and foreign consultant working together evaluated the primer on literacy work of Dhaka Ahsania Mission (DAM) in January 1990. Their long report analyzes all the project elements thoroughly and gives abundant practical recommendations for amendment and reorientation. The report can serve as a model for an overall evaluation of the literacy programs of other NGOs through the coordination of CAMPE as sectoral group agency. However, Mahmood of CAMPE had not heard of this report and the DAM representative on the CAMPE Committee had not mentioned it.

**FIVDB Sylhet has applied for a \$10,000 grant to publish a research project on literacy. This is in the planning stage. This kind of plan could be referred to the sectoral group for advice and comments.**

## APPENDIX H

### Project Approval/Disapproval Process

Please see attached Schematic on this topic

#### Reject 1:

The majority of rejects occur at this point. Most NGOs in Bangladesh are used to donors who support the core costs of projects. Some of the larger NGOs have experience with individual donors or consortia of donors who support program costs. Most NGOs are used to donors having their own rules and criteria (e.g. specific sector, geographical area, amount etc.)

When PRIP came along therefore advertising itself as interested in NGOs, NGOs started to deal with PRIP as they were used to dealing with other donors, and started to submit project proposals for core costs. In fact PRIP wanted to fund support to NGOs in other ways than by just funding the usual core costs of projects, but it took (and is taking) some time to clarify this with the NGOs, particularly the smaller ones.

#### Reject 2:

BCoME (Bangladesh Council of Mass Education) - General Proposal  
Mauchak - Continuation of Action Research into Landless  
BKS (Bangladesh Korma Sangstha) - Small Credit Fund

#### Reject 3:

ADAB - Health Workshop  
VHSS - Primary Health Care Alternatives Research  
CPRA - Kuliachar general development  
NILG - General Support  
National Youth Welfare Trust - Youth Unemployment Project  
Bangladesh Welfare Trust - Health Care Project  
IBA - Support for Disaster Training Courses.

#### Reject 4:

BEES - General Support  
Swarnivar - Building

#### Reject 5:

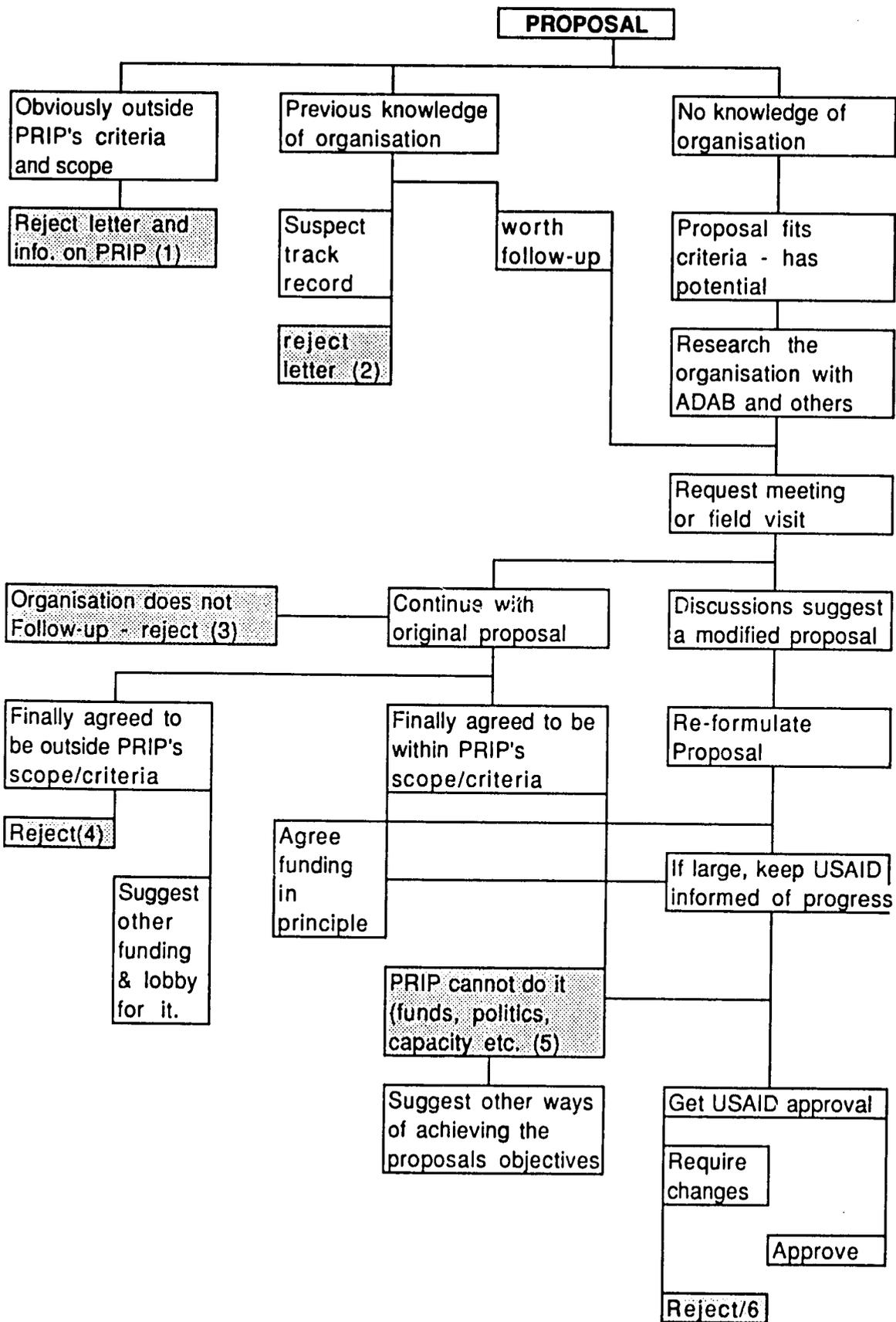
CCHRB - Election Monitoring

#### Reject 6:

CDS - 1 person for Training at EIL

PRIP has only had one project which reached the stage of formal request for approval from USAID and then was turned down. It has a few, however, in which USAID's initial negative reaction has been turned round by PRIP responding with further arguments..

# Appendix - H Schematic of Project Approval/Disapproval Process



## APPENDIX J

### The Value of Program Travel

During the first eighteen months, PRIP has expended \$ 85,600 on sending 43 Bangladeshis (14 women and 29 men) overseas to attend short-term events (meetings/seminars/workshops) in Thailand, India, and the USA, and 2 Bangladeshis on study tours in Philippines, India, Nepal.

In general, preference has been given to short courses in Asia, and people are only sent to the USA if such an event is not available in Asia. Those who travel abroad must have competent English language skills, except for those who go to West Bengal in India where they use Bengali. PRIP has tried to send people from different NGOs on the same event together since the exchange of information between them away from the pressures of their organisation contributes greatly to inter-organisational collaboration in the future.

The projects are shown below in sectoral groupings

#### Strategic Management

SG004	IDR Boston	1 Participant in Asian Fellows Program	9,100
SG 030	IDR, Boston	3 participants in Asian Fellows Program	28,134
SG 019	PRIA/IDR	9 Participants at Support Organisations Meeting	4,453

#### Organisational Management

SG 010	CIRDAP	2 invitees for Monitoring and Evaluation meeting	3,456
--------	--------	--	-------

#### Women in Development

SG 017	SLARTC (India)	8 invitees for womens training	1,763
SG 031	SLARTC	4 participants in Women and Violence Meeting in Calcutta	412

#### Inter NGO Collaboration

SG 028	ICAE	2 participants at Bangkok literacy meeting	3,103
PT 003	U. of Mass.	3 participants for Summer Institute on Literacy	16,495

#### Organisation Development

TG 004	Proshika Com.	1 x Air fares for study tour	743
SG 034	Ashoka Fdn.	1 x Study Tour for representative of ASBE	720

#### Disaster preparedness

SG 009	IRDP	8 invitees to Disaster preparedness Training	5,109
--------	------	--	-------

#### Strategic PRIP alliances

PT 001	MIT, Mass.	2 participants from Grameen Bank to meeting on Housing	8,887
PT02	AIDS Conf.	1 participant from VHSS to San Francisco	3,225

An assessment of the Program Travel by sector follows:

- a. **Sectoral Grouping.** The IDR course in Boston has strongly contributed to the organisation's re-thinking their strategic directions and is unique. The PRIA/IDR course laid important foundations for a new way of NGOs to think of themselves.
- b. **Organisational Management.** CIRDAP was not so relevant, being more geared to Government's requirements
- c. **Women in Development.** This was very great value for money being so close, so cheap and allowing lower level staff to attend since it is held in Bengali. There are now over 100 alumni of these courses from NGO people sent by PRIP and other donors which is an important contribution to WID awareness in Bangladesh NGOs. All participants were women.
- d. **Inter-NGO Collaboration.** The Literacy meeting laid the ground work for the CAMPE initiative and was very important. The University of Massachusetts event continued this work.
- e. **Organisational Development.** More speculative but if the study tour is constructed from valuable experiences in other Asian countries could have considerable pay-off.
- f. **Disaster preparedness.** Important in laying the groundwork of a new way of thinking about the subject.
- g. **PRIP Alliances.** Achieved short-term goals.

APPENDIX K

PROJECTS ON WOMEN'S SECTOR ACTIVITIES

The projects that specifically address women's issues are:

a.General.

Grant No.	Name	Purpose	Amount US\$
GS 001	SCF	Video on women's empowerment	6,000
GS 017	SLARTC	8 participants for women's training	1,763
GS 027	SLARTC	3 SLARTC staff to Bangladesh for consultation	3,103
GS 029	SLARTC	4 women training in India.	412
TA 046	USHA	Training in Gender Relation & Development	9531
SC 009	ASA	Purchase & distribution book on women's legal status.	8,696

b. Women in Markets

Grant No.	Name	Purpose	Amount US\$
TA 035	M.Vigoda	Editing Women in Market Report	2520
SC 013	BRAC	Printing Women in Market Book	1658
SC 007	WIF	Video on Women in Markets	6500
TA 056	F.Arif	Consultancy on Women in Market Video	1159

### SCF(USA)

PRIP's first sub grant was on women's issue. A grant (SG 001) of US\$ 6000 was made to SCF(USA) for Video and Meeting on Women's Empowerment. A 30-minute video film called "The Empowerment of Women: Survival of Daughters" was produced in collaboration with WIF, which is based on SCF field experience in Women and Child Development in two Upazilas; Ghior and Nasirnagar. It was a visual depiction of how SCF's Women's Program actually empowers women and makes a measurable difference in their lives and those of their children. The video was completed in April, 1989.

A follow-up workshop was organized in May, 1989 to share the SCF experience with other NGOs and donors having similar interest. One of the workshop recommendations was to form an ongoing forum for continuation of the learning process and cross-fertilization of ideas between different organizations. Accordingly, a core group was formed with the representatives from five major NGOs such as SCF(USA), Proshika MUK, Proshika Comilla, BRAC and Nijera Kori. Nijera Kori was made the lead agency and it was decided that ADAB will facilitate the meetings.

The project documents and disseminates the knowledge gained by SCF in the areas of gender issues, credit, group organization and helped the process of formation of a learning group, which fits into the PRIP's institutional priorities of Strengthening Inter-organizational Collaboration among PVOs.

### SLARTC

Three sub-grants amounting to US\$ 5278 were given to The Social Legal Aid Research and Training Centre (SLARTC), a Calcutta based organization in India. SLARTC is engaged in research, training and counselling on subjects related to law and social problems, such as women and law, laws related to children, land, dowry, money lending, health and so on. It offers residential courses for women for three to four weeks duration. The course contents cover existing laws in India and Bangladesh relating to women, equality concept and present situation, women in unorganized sector, women and the media, women and education, women and health, problems of rural women, vocational training and employment opportunities for women and other women-related topics. Judges and Lawyers, Professors, Social Activists, Bankers and Government Officers are invited as resource persons. The course is offered to any women involved in social work for at least two years. The courses organized by SLARTC have a particular advantage, specially for the junior level female staff, since they offered in Bangla .

Under SG 017, eight women representing five NGOs (Bangladesh Mohila Ainjibi Somity, Nari Progoti Songho, Proshika MUK, Nijera Kori and Shishu Bikash Kendro) participated in a three week training at SLARTC on Women's Development. A review of the reports received from the participants shows that the training has made the participants more conscious about women's problems, social situation and rights.

The second sub-grant SG 027 to SLARTC was used by three instructors (two men and one women) from SLARTC to attend a three-day seminar on "Role and Importance of Legal Literacy in South and South East Asian Countries," organized by Bangladesh Mohila Ainjibi Somity. The visit provided an opportunity for the SLARTC staff to find out the development situation in Bangladesh.

The third sub-grant to SLARTC was given to support four women participants from two NGOs (USHA, ASA) and Women for Women (a research group) to participate in a three-day meeting on "Domestic Violence on Women: Social and Legal Remedies" organized by SLARTC.

PRIP plans to send more people to SLARTC and to bring SLARTC's expertise to Bangladesh. In the past, several NGOs used the SLARTC training facilities and it is estimated that at present there are about 100 SLARTC alumni in the country. As a follow-up of the training/seminar PRIP is planning to have a meeting of the SLARTC alumnae in September, 1990 with a view to explore the possibility of setting up a similar kind of training institute in Bangladesh. The projects have assisted the participating NGO members in clear identification of WID issues and also helped in strengthening inter-agency collaboration.

### ASA

Women's legal status is also covered under SC 009 to the Association of Social Advancement (ASA) to make the book on Women's Legal Rights available to the interested NGOs. ASA used the services of an eminent lawyer Gazi Shamsur Rahman to produce a book called "Nari Prosongay Bangladesher Ainer Bhasha," or legal aspects of women's issues in Bangladesh. The two hundred fifty six-page book costs Tk.250, which many small NGOs cannot afford to buy. PRIP's support subsidised the cost to allow NGOs to have a firm legal understanding of the situation of women in Bangladesh.

There is no doubt that the book has valuable information. The question is who are the users? In order to make it usable at the field level training, this information should be developed further to make it more simple and understandable for less-educated field workers and for semi-literate and illiterate women beneficiaries. Materials produced by BRAC and Ain O Shalish Kendro (a legal aid organization) can be a good example. The book should have been reviewed by the members of the Women's Sector Group, preferably in a workshop specially arranged for it before distribution through NGOs.

### USHA

PRIP provided TA046 to a women's support organization called Unity for Social and Human Action (USHA). USHA is concerned with gender relation and development and offers training courses on the subject to different local, national and international NGOs working in Bangladesh. USHA believes that both men and women should be made conscious about gender issue, as gender inequalities affects development efforts, which in turn also affects men. As such USHA encourages men and women together to participate in gender relation and development training.

PRIP's grant was given to USHA for organizing four training/workshops on Gender Relation and Development and a follow-up seminar on the subject to be participated in also by the international organizations and donors. The grant also covers follow-up visits to the participating organizations to see the impact of the training and provide further assistance in concept development. As an outcome of these training programs, three regional Gender Development Forums have been initiated by the participating organizations.

### Women in Market

Rural Women play a major role in subsistence economy, but due to social segregation and isolation do not get chance to participate in the market economy which creates constraints for them to have direct access to and control over resources. Recognizing the

problem, in 1987, USAID mission initiated a pilot project called "Women in Local Markets Pilot Project Activity" with the objective to increase women's participation as owner-operators of viable commercial enterprises in markets and business centers. The project has completed its pilot phase and the lesson learnt from the experiment was documented by the mission. The follow-up activities are now taken over by PRIP, as it fits with the PRIP's mandate of NGO and WID is and included in its project document, under the program areas "Local Self-Help Economic Activity." During its first eighteen months, PRIP supported four projects amounting to US\$ 11,837 to 1) edit and print the book on "Women in Local Markets and Commercial Areas" based on the mission's experiments and 2) production of a video film on the same.

The video is now being prepared. The book on Women in Markets should be distributed by the Women Sector Group and before distribution, the Women Sector Group should organize a workshop on the subject to share the experience with other NGOs having similar experience or interest.

PRIP through its project support made an effort to support and strengthen WID issue but program areas supported were limited because WID issues developed by NGOs are still in their primary stage.

## APPENDIX L

### ACRONYMS USED IN THIS REPORT

AAS	Agricultural Advisory Services
ADAB	Association of Development Agencies in Bangladesh
ASARRD	Asian Survey on Agrarian Reform and Rural Development
AVSC	Association of Voluntry Sterilization & Contraception
BDG	Bangladesh Government
BIDS	Bangladesh Institute of Development Services
BRAC	Bangladesh Rural Advancement Committee
BURO	Bangladesh Unemployment Rehabilitation Organization
CA	Cooperative Agreement
CAMPE	Campaign for Popular Education
CDS	Center for Development Services
CDSS	Country Development Strategy Statement
CIDA	Canadian International Development Agency
ECOTA	Effort of Craft Organization for Trade
GK	Gonoshasthya Kendra
GSS	Gono Shahajjo Sangstha
ICAE	International Council of Adult Education
IVS	International Voluntry Services
LAC	Local Advisory Committee
MCC	Mennonite Central Committee
MIDAS	Micro Industries Development Assistance Society
NGO	Non Government Organization
NORAD	Norwegian Agency for International Development
PACT	Private Agencies Collaborating Together
PDE	Project Development and Engineering
PIO/P	Project Implementation Order / Participant
PRIA	Participatory Research in Asia
PRIP	Private Rural Initiatives Project
PT	Program Travell
PVO	Private Voluntry Organization
RDRS	Rangpur Dinajpur Rural Services
SC	Service Contract
SDC	Swiss Development Cooperation
SG	Sub-Grant
SIDA	Swedish International Development Agency
SO	Support Organization
TA	Technical Assistance
TAF	The Asia Foundation
UCEP	Underprivileged Children's Education Program
USHA	Unity for Social and Human Action
USAID	United States Agency for International Development
VERC	Village Education Resource Center
VHSS	Voluntary Health Services Society
WEDP	Women's Entrepreneurship Development Project
WFP	World Food Program

## APPENDIX M

### REFERENCES

Association of Development Agencies in Bangladesh, "Three-year Plan of ADAB, July 1990-June 1993: A Proposal." Mimeo. Dhaka, ADAB, n.d.

Hashemi, Syed M. (1990) "NGOs in Bangladesh: Development Alternative or Alternative Rhetoric," Mimeo. Manchester, UK, April 1990.

Private Agencies Collaborating Together, "Proposal for a Private Rural Initiatives Project in Bangladesh," Mimeo. (New York, PACT, 11 August 1988).

PRIP Bangladesh, "First Six Month Report, January-June 1989." Mimeo. (Dhaka, PRIP, 1989).

PRIP Bangladesh, "Second Six Month Report, July-December 1989." Mimeo. (Dhaka, PRIP, 1990).

PRIP Bangladesh, "Third Six Month Report, January-June 1990." Mimeo. (Dhaka, PRIP, 1990).

USAID/Dhaka, "Bangladesh Country Development Strategy Statement, FY 91-95. Mimeo. Dhaka, USAID, June 1990.

In addition to the documents noted above, the PRIP review team examined number files in the PRIP office relating to all aspects of this project.