PD-ABH-794

A.I.D. EVALUATION SUMMARY PART I

(BEFORE FILLING OUT THIS FORM, READ THE ATTACHED INSTRUCTIONS)

XD

IDENTIFICATION DATA

A. REPORTING A.I.D. UNIT: Bangladesh (Mission or AID/W Office)

(ES#)

B. WAS EVALUATION SCHEDULED IN CURRENT FY ANNUAL EVALUATION PLAN? yes [X] slipped [ ] ad hoc [ ]

Eval. Plan Submission Date: FY 93 Q 3

C. EVALUATION TIMING: Interim [X] final [ ] ex post [ ] other [ ]

ISA 26462

D. ACTIVITY OR ACTIVITIES EVALUATED (List the following information for project(s) or program(s) evaluated; if not applicable, list title and date of the evaluation report)

Project #	Project/Program Title (or title & date of evaluation report)	First PROAG or equivalent (FY)	Most recent PACD (mo/yr)	Planned LOP Cost ('000)	Amount Obligated to Date ('000)
388-0072	Private Rural Initiatives Mid-Term Evaluation	8/31/88	8/98	11,236	8,263

ACTIONS

E. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

Action(s) Required	Name of officer responsible for Action	Date Action to be Completed
(See Attachment)		

(Attach extra sheet if necessary)

APPROVALS

F. DATE OF MISSION OR AID/W OFFICE REVIEW OF EVALUATION: mo 01 day 17 yr 94

G. APPROVALS OF EVALUATION SUMMARY AND ACTION DECISIONS:

	Project/Program Officer	Representative of Borrower/Grantee	Evaluation Officer	Mission or AID/W Office Director
Signature				
Typed Name	Gary Robbins	Richard Holloway	Emily McPhie Jan Rockliffe-King	Frank J. Young A/DIR
Date:	28 May	26/2/94		3/28/94

H. EVALUATION ABSTRACT (do not exceed the space provided)

ABSTRACT

The Private Rural Initiatives Project (PRIP) implemented by PACT supports collaborative efforts -- NGO-NGO, NGO-government, NGO-private sector -- by building up the technical and strategic management capacities within the Bangladesh NGO community.

This mid-term evaluation, completed by three outside evaluators as PRIP completed its fifth year of activity, assessed: project progress, impact on the NGO community, whether the project has increased concentration and focus, and future project plans.

The evaluation found PRIP had met most of its objectives. PACT has begun to consolidate and better focus its work, laid a strong base for continuing to build the strategic capacity of NGO support organizations and networks, increased the number of Bangladeshi support organizations (at least six directly as a the result of (PRIP), deepened the quality and quantity of services by dozens of such agencies, and stabilized and assisted the Association of Development Agencies of Bangladesh (ADAB), an NGO apex organization, in establishing a more constructive role.

The evaluation found that PRIP activities were still overly diffused, and that a better balance must be established between extensivity and inclusivity, that project staff has maintained an exceedingly high rate of productivity in terms of support actions for NGOs, but that this pace had deflected PACT from giving attention to the training of its own staff, the improvement of office management, and preparations for the creation of an indigenous organization. The evaluation concluded that PACT must give further attention to how to measure the impact of PRIP's activities by means of routine collection and analysis of baseline information and other data pertaining to implementation, and that more should be done to communicate the nature and extent of PRIP's work to all concerned.

Finally, the evaluation found that actions leading to the creation of a new organization to assume the activities undertaken under PRIP need further study, particularly the definition of the new organization's relationship with other Bangladeshi NGOs.

COSTS

I. EVALUATION COSTS

1. Evaluation Team

Name	Affiliation	Contract Number OR TDY Person Days	Contract Cost OR TDY Cost (US$)	Source of Funds
Edward A. Glaeser		24	$ 24,736	Project
Marcia Feria-Miranda		18		
Mirza Najmul Huda		18		

2. Mission/Office Professional Staff Person-Days (estimate) 60

3. Borrower/Grantee Professional Staff Person-Days (estimate) 60

A.I.D. EVALUATION SUMMARY PART II

J. SUMMARY OF EVALUATION FINDINGS, CONCLUSIONS AND RECOMMENDATIONS (Try not to exceed the 3 pages provided)
Address the following items:

- Purpose of activity(ies) evaluated
- Purpose of evaluation and Methodology used
- Findings and conclusions (relate to questions)
- Principal recommendations
- Lessons learned

Mission or Office: USAID/Bangladesh Date this summary prepared: March 1994

Title and Date of Full Evaluation Report: Mid-Term Evaluation of PRIP, December 31, 1993

Purpose of Activities Evaluated: The Private Rural Initiatives Project (PRIP) is a USAID supported project in Bangladesh that is managed by PACT, an international PVO membership organization. PRIP's purpose is to build the capacity of the developmental NGO sector in Bangladesh, so that NGOs can most effectively improve the lives of the country's poor.

Purpose of Evaluation and Methodology Used: This Evaluation was to: a) assess the progress of all phases of the project; b) assess the actual and potential impact of the PACT/PRIP program on the NGO community in Bangladesh; c) assess PRIP's progress in obtaining focus, concentration, and strategic program direction in the transition from its second to its third phase; and d) assess USAID's and PACT's decisions on future project plans.

Methodology used included archival research, creation of interview guides, questionnaires and checklists for each group of key individuals interviewed, or for use in focus group sessions; interviews and focus group; site visits.

Findings and Conclusion: In general, the project has met most of its objectives. It has succeeded in laying a strong base for continuing to build the capacity of NGO support organizations and networks to be strategic in their management and growth.

There is an increased number of such organizations operating since the PRIP project commenced, at least six directly linked to support provided by the project. These and others with which PACT Bangladesh has dealt, have deepened the quality and quantity of services offered to the community of Bangladeshi NGOs, and also broadened their reach into the countryside.

PACT/Bangladesh's support to ADAB -- and its coordination of ADAB's donor consortium -- has helped stabilize that important apex organization, and given ADAB a chance to establish a more constructive role for itself.

At the end of its fifth year, PACT/Bangladesh has begun to consolidate and better focus its work. But the team felt that PACT activities under PRIP still exhibit a marked tendency to be too widely diffused, and that project staff needs to find a way to concentrate still more, and to find a better balance between extensivity and inclusivity.

There is much that the relatively small PRIP staff must accomplish in the coming months and years. The staff has worked uncommonly hard and maintained an exceedingly high rate of productivity including the negotiation and implementation of large numbers of separate support activities among the NGO community. Over 120 such arrangements were established in the last 12 months alone.

This pace was maintained, however, at the expense of other competing needs such as staff development, office management, project monitoring, and preparations for the creation of an indigenous organization. PACT/Bangladesh must find a way to maintain the integrity of its approach, while at the same time paying attention to these other matters.

Among the things that still require work is developing means to measure more definitively the impact of PRIP activities. More attention has to be given to the routine collection and analysis of baseline information and other data pertaining to implementation. And more should be done to communicate the nature and extent of PRIP's work to all concerned.

SUMMARY

C

A.I.D. EVALUATION SUMMARY PART II

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SUMMARY

USAID would be of interest to the NGO community, donors which may be considering support to PRIP, and subsequent evaluators of the project.

5 PACT Bangladesh should intensify staff training before indigenization. This could include sending staff to observe how well-managed Support Organizations/NGOs plan, find resources, handle programs, financial and personnel management, and monitoring and evaluation.

6. The enhancement of staff capability through more delegation, adherence to job responsibilities, regular evaluations and team building sessions (with external facilitation) should be part of the PACT/Bangladesh human resource development plan.

7. At least two additional staff will be necessary; a professional office manager and an assistant in data encoding with eventual responsibility for the MIS.

8. PACT/Bangladesh needs to define its future role as an indigenized agency within the NGO community, considering fully how such a new agency will relate to ADAB and other support organizations. This should include giving thought to other options aside from indigenization -- remaining as it is, phasing out and turning over its various programs to other indigenous agencies. Professional advice may be desirable.

9. PACT/Bangladesh and USAID should agree on a reporting format, and give PACT staff wide latitude to structure its reports in a way that it is straightforward and clear.

10. PACT/Bangladesh and USAID should have more regular discussions concerning program-related matters. USAID should be involved in PRIP activities, including occasional visits to SOs and attendance in significant fora and seminars. Shaping to best advantage the nature of USAID's continuing support to PRIP as it becomes an indigenous agency and attempts to attract other donor support, should be a continuing, high priority agenda item for discussion between the two agencies

11. Assuming another successful year of implementation and satisfaction with PACT's future plans, USAID should consider taking the lead among donors and consider an endowment for the continuation of PRIP-like activities.

ATTACHMENTS

K. ATTACHMENTS (List attachments submitted with this Evaluation Summary; always attach copy of full evaluation report, even if one was submitted earlier)

Evaluation Report

L. COMMENTS BY MISSION, AID/W OFFICE AND BORROWER/GRANTEE

MISSION COMMENTS ON FULL REPORT

The original fourteen evaluation recommendations in the evaluation have been condensed and modified into eleven for the AES Section J. These original fourteen recommendations have been further condensed and modified into seven priority, actionable recommendations shown in Section E. The most important is first recommendation which addresses the indigenization issue.

The evaluation falls short in addressing the issue of indigenization. It makes ambiguous and contradictory statements regarding the need for and planning by PACT/B on this important issue. Therefore, a recommendation calling for further study was developed. It is planned that this study can be completed in a timely manner so that the project can return to its main work of strengthening the NGO sector.

Those recommendations that were not included the Action Decisions (Section E) because they were not actionable, or had a lower priority, nevertheless are important to PACT and USAID. These recommendations will be addressed outside the formal AES procedure.

PACT/B does not agree with the evaluation's conclusion that staff development has been insufficient. Item 26 in Annex D of the evaluation lists the staff development activities undertaken. PACT/B concurs that further staff development in respect of the indigenization issue is indeed necessary.

PACT/B wishes to re-iterate that the evaluation was carried out on an organization in transition. The evaluation was held at the end of Year 5 which was agreed by USAID and PACT to be a transitional year between PRIP 2 and its major re-working into PRIP 3. Findings and conclusions of the evaluation should be considered in that context.

ATTACHMENT (SECTION E.)

ACTION DECISIONS	ACTION AGENT	PLANNED COMPLETION DATE
Further research is needed on the desirability and optimal method to indigenize the services now being provided through PRIP. This research should assess future need and demand for the services presently provided by PRIP and their sustainability.	USAID	May 1994
PACT and USAID should revisit and revise the PRIP 3 logical framework.	USAID & PACT/B	April 1994
PACT/Bangladesh should further focus and concentrate PRIP by making fewer and more effective support arrangements for NGOs. By the end of Phase III, if PRIP is unsuccessful (as measured by indicators in the revised logframe) in one or more of these areas these should be carefully assessed and dropped in order to free up resources for areas where PRIP is having greater impact.	PACT/B	September 1995
PACT/B should establish a comprehensive, fully-functioning monitoring and evaluation system including: 1) collecting and analyzing baseline data; 2) bringing the MIS into full operation and ensuring it is fully integrated into the monitoring and evaluation system; 3) identifying and sponsoring special impact studies of other research related to program areas of use and interest to the NGO community, USAID and other donors; 4) ensure sufficient staff available to maintain the system.	PACT/B	September 1994
PACT/Bangladesh should employ a professional office manager who should be of sufficient seniority and character to ensure that PACT/B's management processes are improved.	PACT/B	September 1994
PACT/Bangladesh should develop a human resource utilization plan to enhance staff capability, job satisfaction and insure the smooth functioning of the PACT/PRIP office which would include more delegation, adherence to job responsibilities, regular evaluations and team building sessions (with external facilitation).	PACT/B	September 1994
PACT/Bangladesh should involve its Advisory Committee more in key programmatic decisions and those related to future plans.	PACT/B	September 1995

XD-ABH-714-A

FINAL REPORT 12/13/93

MID-TERM EVALUATION

OF PRIP

Submitted to:

USAID/Dhaka
and
PACT

Submitted by:
Ed Glaesar - 718-522-3875

Acknowledgments

9 November 1993

The team expresses its gratitude to the PACT/PRIP team in Bangladesh for their fine support in assisting the team to complete this evaluation. Specifically, our deep thanks to Aroma Goon for seemingly effortless coordination of meetings with the NGO leaders, many of whom were rushing to leave the country. To Richard, for supporting the evaluation with valuable data and insight. Munir, for his steadfastness in answering our many questions and for patiently showing us through the MIS. And Sadequr, Rohima, Tarit, Daniel, Lawrence and the rest of the PRIP team who spent time with the team, and helped us understand PRIP and Bangladesh.

We also express our appreciation of the close involvement of USAID and key Mission staff in the evaluation, particularly Gary Robbins and Jan Rockcliff-King.

And to all those among the NGO and donor community who made time available and patiently answered our many questions, our heartfelt thanks.

The opportunity to be involved in the dynamics of the vibrant NGO sector in Bangladesh, no matter how brief was an enriching experience.

Finally, we would like to thank the auditors from RIG, Singapore, who graciously allowed the use of their computer as we composed the final version of this report.

EDWARD GLAESER
MARCIA FERIA-MIRANDA
MIRZA NAJMUL HUDA

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Executive Summary

Pioneering and, in its earliest days, experimental, the Private Rural Initiatives Project (PRIP) started operations in January 1989.

The project was the result of a search by the USAID Mission for a mechanism outside of its support for NGOs active in family planning, that would involve the agency more deeply with the varied, wide ranging and increasingly important community of development NGOs.

The project was designed to support collaborative efforts--NGO-NGO, NGO-government, NGO-private sector--by building up the technical and strategic management capacities within the community. PACT, itself an international NGO membership organization, was selected by USAID to take up this challenge.

PACT's innovative approach to the task was to use its resources, both financial and personnel, to seed activities that would bring people and agencies together around particular themes, and encourage further interest and collective action. PACT/Bangladesh staff had no particular blueprint against which to move. It had a process for working among the NGO community as a member of that community. By these means, PACT was successful in sensitively establishing PRIP in Bangladesh and, through its learning process approach, identifying and beginning to support a range of activities much needed and appreciated by the NGO community.

The project has just completed its fifth year of activity.

This mid-term evaluation, completed by a team of three selected by PACT with USAID's assent, assesses:

-- project progress and results in relation to objectives,

-- the impact of the project on the NGO community,

-- whether, in the transition from its second to third phase, the project has increased its concentration and focus,and

-- future project plans and strategies.

In general, the project has met most of its objectives. It has succeeded in laying a strong base for continuing to build the capacity of NGO support organizations and networks to be strategic in their management and growth.

There is an increased number of such organizations operating since the PRIP project commenced, at least six directly linked to PRIP support. These and others with which

PACT/Bangladesh has dealt, have deepened the quality and quantity of services offered to the community, and also broadened their reach into the countryside, often owing to PACT/PRIP support.

PACT/Bangladesh support to ADAB--and its coordination of ADAB's donor consortium--has helped stabilize that important APEX organization, and given ADAB a chance to establish a more constructive role for itself. ADAB still has many weaknesses.

At the end of its 5th year, (which is a transitional year between PRIP 2 and 3), we found that PACT/Bangladesh has begun to consolidate and better focus its work. But the team felt that PACT/PRIP still exhibits a marked tendency to diffuse its resources too widely, and needs to find a way to concentrate still more, find a better balance between extensivity and inclusivity.

There is much that the relatively small PACT/Bangladesh staff must accomplish in the coming months and years. PACT/Bangladesh all along has worked uncommonly hard and maintained an exceedingly high rate of productivity, and large numbers of separate support activities among the NGO community--over 120 such arrangements in the last 12 months alone.

This pace was maintained, however, at the expense of other competing needs such as staff development, office management, project monitoring, and preparations for the creation of an indigenous organization. PACT/Bangladesh must find a way to maintain the integrity of its approach, while at the same time continuing to assure the quality of its support to the NGO sector and also pay attention to these other matters.

Among the things that still require attention is the matter of how to measure the impact of the PRIP program more definitively. More attention has to be given to the routine collection and analysis of base line information. And more should be done to communicate the nature and extent of PACT's work to all concerned.

Actions leading to PRIP's indigenization are moving along rapidly. Much has been done to prepare for this. However, the evaluation team thinks that the matter of thinking through and defining the new agency's role needs much more attention than has been given to date.

RECOMMENDATIONS

a. PACT/Bangladesh should further focus and concentrate PRIP by making fewer but more strategic support arrangements within the existing theme and sub-theme areas. Within the next two years, if the PRIP program is unsuccessful in one or more theme areas these should be carefully assessed and perhaps dropped in order to free up resources for areas where the program is having greater impact. This may not apply in the area of financial self-reliance and corporate philanthropy.

b. PACT and USAID should revisit and revise the PRIP 3 logical framework.

c. PACT/Bangladesh should intensify efforts to collect and analyze base line data.

d. PACT/Bangladesh should sponsor special impact studies or other research related to specific program areas, for example the effect of PRIP-sponsored training on the NGO community. This and others agreed upon by the Local Advisory Committee and USAID would be of interest to the NGO community, donors which may be considering support to PRIP and subsequent evaluators of the project.

e. PACT/Bangladesh should develop a plan for PACT staff training in connection with indigenization. Consideration should be given sending staff to observe how well-managed Support Organizations/NGOs plan, handle program, financial and personnel management and monitoring and evaluation.

f. PACT/Bangladesh should develop a human resource utilization plan to enhance staff capability, job satisfaction and insure the smoother functioning of the PACT/PRIP office which would include more delegation, adherence to job responsibilities, regular evaluations and team building sessions (with external facilitation).

g. PACT/Bangladesh should take on two more staff--a professional office manager and an assistant in data encoding--and renegotiate the budget to make this possible.

h. PACT/Bangladesh must revisit its indigenization plans, research PACT's future role, systematically study the ideas of the Bangladesh NGO community about the desirability of and the form such a new entity should take, particularly how it should relate to ADAB and other support organizations. Such research should analyze other options aside from indigenization such as phasing out PRIP and turning over its various programs and functions to other indigenous agencies. Professional advice may be desirable.

i. PACT/Bangladesh and USAID should agree on a reporting format and a common vocabulary and give PACT/B wide latitude to structure its reports in a way that it is straight forward and clear.

j. PACT/Bangladesh and USAID should insure that substantive discussions take place regularly among their respective staffs. A regularly scheduled monthly meeting alternating between the PACT and USAID offices is recommended.

k. USAID Bangladesh should make more frequent visits to SOs and Networks supported by the PRIP program and regularly attend significant forums and seminars in the NGO community.

l. PACT/Bangladesh and PACT/Washington should renegotiate a financial plan which will slow the drawdown rate of PRIP budget to reduce pressure on PACT/B to spend money.

m. PACT/Bangladesh should involve its Advisory Committee more in key programmatic decisions and those related to future plans, and consider their, and others, readiness to take on

a governance role in the future.

n. USAID should take the lead among Bangladesh donors and set up an endowment for PRIP, following another successful year of implementation and satisfaction with future satisfactory future plans of what PRIP is to become.

PROGRAM IDENTIFICATION DATA

1.	Country	:	Bangladesh
2.	Project Title	:	Private Rural Initiatives Program (PRIP)
3.	Project Number	:	388 - 0072
4.	Project Dates		
	First Project Agreement	:	August 31, 1988
	Final Obligation	:	Ongoing Project
	Activity Completion Date	:	August 31, 1998
5.	Project Funding	:	USAID funding $ 11,236,000
6.	Mode of Implementation	:	Original 1988 Cooperative Agreement with PACT. Subsequent 1992 Cooperative Agreement with an Amendment.
7.	Project Design	:	USAID Dhaka
8.	Responsible Officer	:	Gary Robbins

Acronyms

A

Initial	Meaning	Comment
ADPC/AIT	Asian Disaster Preparedness Centre/Asian Institute of Technology	In Bangkok, runs training courses in Disaster Management
AFRG	Asian Fund Raising Group	Based in Bangalore, India - runs training courses
Agenda 21		Convention signed in Earth Summit by B'desh amongst others, giving recognition to NGOs
ALRD	Association for Land Reform and Development	Support Organisation and Network in B'desh
ASA	Association for Social Advancement	Implementing organisation in B'desh specialising in credit
ADAB	Association of Development Agencies in Bangladesh	the coordinating apex body for development NGOs
AV Com		Video and AV company
AoSK	Ain o Salish Kendro	B'desh NGO specialising in women's legal rights
ALIGU		USAID English Language proficiency test
ADB	Asian Development Bank	

B

BRAC	Bangladesh Rural Advancement Committee	largest NGO in B"desh: implementing and Support Organisation
BARRA	Bangladesh Association for Rural Reconstruction Alumni	Support Organisation specialising in regenerative agriculture
BASC	Business Advisory Service Centre	unit of MIDAS specialising in business
BDevPC	Bangladesh Development Partnership Centre	Support Organisation specialising in disaster management training
BDisPC	Bangladesh Disaster Preparedness Centre	Disaster Preparedess Training company.

C

CA	Cooperative Agreement	Legal modality for USAID/PACT on PRIP
CAMPE	Campaign for Popular Education	Network and Support Organisation for Literacy
CDL	Community Development Library	B'desh NGO specialising on development communications materials - print/video
CIDA	Canadian International Development Agency	Canadian Bilateral Aid
CAFOD	Catholic Agency for Overseas Development	British Catholic NGO donor
CLU	Commonwealth Liaison Unit	Commonwealth unit to liaise with NGOs in the British Commonwealth
CDF	Credit Development Forum	B'desh forum for credit practitioners
CARE		US PVO implementing agency in B'desh
CDS	Centre for Development Services	B'desh implementing NGO and Support Organisation

D

DPIS	Disaster Preparedness Information Service	Computer data base on NGO experience in disasters at PRIP
DRTS	Disaster Response Tracking Service	Computer data base on relief and rehabilitation services of NGOs at time of Disasters
DCMU	Disaster Coordination Monitoring Unit	UNDP project to set up DMB (see next entry)
DMB	Disaster Management Bureau	new unit of Ministry of Relief and Rehabilitation of GOB

E

EOPS	End of Project Status	part of Log Frame in USAID parlance
ENCASED	Enhanced Capability for Small Enterprsie Development	project of CARE Bangladesh

F

FIS	Financial Information System	
FORAM	Forum for Regenerative Agriculture Management	Network in homestead agriculture
FIVDB	Friends in Village development/ Bangladesh	B'Desh implementing NGO and support organisation
FAP	Flood Action Plan	Large project for Flood Control in B'desh

G

GOB	Government of Bangladesh	
GTZ	Gemeinshaft for Technische Zuzammenarbeitung	German bilateral technical assistance
GSS	Gono Shahajjo Sangstha	B'desh implmenting NGO, support organisation and secretariat of networks

I

ICECD	International Centre for Entrepreurship & Career Devpt.	Training centre in India for womens entrepreneurship
IDR	Institute for Development Research	US PVO specialising in institutional development of NGOs
IVDC	Instegrated Village Development Centre	B'desh support organisation
IVS	International Voluntary service	US PVO with branch in B'desh
IIRR	International Institute for Rural Reconstruction	Philippines based training organisation
IUBAT	International University for Business, Agriculture and Technology	Private B'desh university

L

Log Frame	Logical Framework Analysis	USAID methodological tool for project formulation
LG	Learning Group	PRIP 2 terminology - now subsumed into Network/Forum

LIFT	Local Initiatives for Farmers Training	CARE B'desh project supported by PRIP
LGED	Local Government Engineering Department	GOB department in Ministry of Local Government and Cooperatives

M

MIS	Management Information System	
MIDAS	Micro-Industry Development Assistance Service	USAID assisted B'desh company

N

NFA	Non-Federal Audit	
NGOs	Non-Government Organisation	In USAID parlance, a local non-profit organisation (see by contrast PVO)
N/F	Network/Forum	PRIP terminology for organisations that bring NGOs together round issues or problems
NOVIB	NOVIB	Dutch NGO and NGO donor

O

OXFAM	OXFAM	UK NGO donor and development agency

P

PVO	Private Voluntary Organisation	In USAID parlance, a US NGO
PRA	Participatory Rural Appraisal	a methodology of participatory rural information collection and peoples empowerment
PBSP	Philippines Business for Social Progress	Large Philippines NGO
PSG	Partnership Sub-Grant	PRIP terminology for kind of grant
PATC	Public Administration Training Centre	GOB civil service training centre
PRISM	PRISM	US PVO with B'desh branch
PIO/Ps	PIO/Ps	USAID modality for overseas training administration

R

RDRS	Rangpur/Dinajpur Rural Services	B'desh project of Lutheran World Federation
RMP	Rural Maintenance Program	project of CARE Canada in B'desh

S

SC	Service Contract	PRIP type of project
SG	Sub-grant	PRIP type of Project
SDC	Staff development Contract	PRIP type of project
SO	Support Organisation	PRIP terminology for kind of NGO
SEAD	Small Economic Activity	between IGA and SME

	Development	
SDC	Swiss Development Coopereation	Swiss bilateral Aid
SADMC	South Asia Disaster Management Centre	part of IUBAT
SHOGORIP	Shosho Gudam Rin Prokolpo	Project of SDC and Ministry of Agriculture of GOB
SEC	Society for Environmental Communications	Indian NGO publishing "Down to Earth"

U

USHA	Unity for Social & Human Action	B'desh Support organisation for WID

V

VERC	Village Educational Resourrce Centre	B'desh implementing NGO and Support Organisation
VVTC	Village Vocational Training Centre	small NGO in Companygonj

W

WIF	Worldview International Foundation	B'desh branch of international NGO working in media communications
WIM	Women in management	
WID	Women in Development	

Z

ZCU	Zopp Coordinating Unit	GTZ Dhaka based support organisation for management training in ZOPP methodology for project planning.
ZOPP	Goal Oriented Project Planning (GOPP)	

List of Important Terms in PACT Bangladesh/PRIP work

DNGO — **Development NGO**

An NGO which carries out its mission through implementing development projects and programs through target groups, usually in rural areas.

- Such NGOs may be small, medium size or large, may be Dhaka based or local.
- Developmental NGOs (which number about 600) are here distinguished from NGOs formed for welfare, sports, religious, or other purposes.
- Many of the largest developmental NGOs receive foreign funds, but many of the smaller ones do not.

SO — **Support Organisation**

This is an NGO which spends all or part of its resources in providing services and support to other NGOs.

- These services are usually training and technical assistance, but can also be equipment, marketing, study tours etc.
- Some big NGOs (e.g. BRAC, Proshika MUK) spend most of their resources in implementing their own programs, but offer services to smaller NGOs with a small part of these resources.
- Other NGOs (e.g. CARITAS, CDS) have a regular portfolio of smaller NGOs to whom they provide services.
- Support Organisations are mainly national and Dhaka based, but an increasing number of regional ones are coming up (e.g. Jagoroni Chakro, FIVDB, Uttaran, CODEC)

N/F — **Network/Forum**

A collection of NGOs which have comne together around a particular issue or problem in which they have a common interest

- in such Networks all NGOs are independent, but they may agree on one organisation as a secretariat.
- such networks develop common activities which benefit all the members.

1 BACKGROUND

1.1 SUMMARY DESCRIPTION OF THE PROJECT

The Private Rural Initiatives Project (PRIP) is a USAID supported project in Bangladesh that is managed by PACT, an international PVO membership organization. PRIP started operations in January 1989 and is currently in its fifth year (phase 3). The Program is innovative both for the donor, USAID, as well as the implementor, PACT. PRIP is aimed at building the capacity of the developmental NGO sector in Bangladesh, so that NGOs can most effectively improve the lives of the country's poor.

The project resulted from a search by the USAID Mission in Bangladesh for a mechanism to enable it to provide timely support to private, non-profit, organizations (NGOs) involved in grass-roots development work. USAID approved the Project Identification document in mid 1987, and by August 1988, PACT was contracted via a Cooperative Agreement to implement the project over five years until August 1993. Subsequently in August 1991, PACT approached USAID for expanding and revising the project for a five year extension until August 1998.

Prior to 1987, USAID/Bangladesh's support to NGOs had been limited to promoting family planning activities. The involvement then diversified to include institutional capacity building among NGOs. At that time and even now, most donors fund NGO project and program implementation as opposed to funding institutional development.

The implementation of PRIP over a ten year period has been phased as follows :

a.	Phase 1	1.5 years	Aug. 1988 to Mar. 1990
b.	Phase 2	3.5 years	Apr. 1990 to Aug. 1993
	(actual)	2.5 years	Apr. 1990 to Aug. 1992
c.	Phase 3	3 years	Sep. 1992 to Aug. 1995
d.	Phase 4	3 years	Sep. 1995 to Aug. 1998

Quite consciously, the project started off as an experiment and that too, a high risk one. The initial design was to test a range of program areas and activities that would help developmental NGOs to build their technical, strategic, and management capacity to benefit the rural poor, especially women.

As the project achieved its planned objectives a year early, USAID and PACT agreed to an extension until 1998. It was also agreed that 1993 would be a transitional year with regard to:

a. increasing focus and concentration in program areas and strategic objectives, and

b. the creation of an indigenous, Bangladeshi organization early in the extension, as

a suitable structure for PRIP activities in the future including attracting other funding sources, and progressive reduction of USAID funding from the 7th year (1995) onwards.

The overall project design was reviewed in view of the experiences gathered in the early years. The purpose of the extended (current) project phase then became to improve the capacity of NGO Support Organizations and Learning Groups to strengthen developmental NGOs.

1.2 PURPOSE OF THE EVALUATION

This Evaluation is to: a) assess the progress of all phases of the project and to examine project results in relation to its goals and objectives; b) assess the actual and potential impact of the PACT/PRIP program on the NGO community in Bangladesh; c) assess PACT/Bangladesh's progress in obtaining focus, concentration, and strategic program direction in the transition from its second to its third phase; and d) provide the basis for and guide USAID's and PACT's decisions on future project plans and strategies. The Scope of Work appears as Annex A.

This Interim Evaluation was conducted during October - November 1993, and will be followed by another two external evaluations planned for 1995 and 1998. An earlier mid-term evaluation was conducted in 1990 after PACT's first eighteen months of work. Subsequently numerous internal memos and periodic progress reports have documented the experience of the program operations.

The independent evaluation team was contracted by PACT with USAID approval of the Scope of Work and personnel selected. Resumes of evaluation team members are at Annex B.

1.3 METHODOLOGY

The methodology used the following steps:

a. Review of project documents to gather relevant information

b. Interviews with key individuals (of USAID/Dhaka, PACT/Washington, PRIP Advisory Committee, PACT Bangladesh PRIP staff, PRIP Project Partners, ADAB, NGO Affairs Bureau, Donors, other NGOs, etc.) to develop hypotheses. (See List of Persons Interviewed, Annex C)

c. Internal team discussions of observations

d. Testing of initial conclusions during follow-up discussions with selected key individuals

e. Deriving conclusions

f. Checking conclusions for internal consistency and revising wherever needed.

The evaluation team's methodology was initially to collect a wide range of information through review of documents. (Bibliography at Annex D). Information collected was compared to the evaluation Scope of Work and narrowed down into a set of critical issues. These issues were then transformed into interview guides, questionnaires and checklists for each group of key individuals interviewed, or for use in focus group sessions.

As mentioned in the Statement of Work, the questions to be addressed were concerned with progress towards achieving project objectives in the first two phases and the transition year, focusing on direction and accomplishments since the project was last evaluated in 1990. Further questions were aimed at evidence of greater focus and concentration in the PRIP program, and its impact (actual and/or potential) on the NGO community.

The team met regularly with appropriate USAID staff and also organized a focus group discussion among USAID/Dhaka, PACT/Washington and PACT Bangladesh/PRIP staff. This discussion was intended to test perceptions of the major actors in the project and to facilitate an exchange of information.

1.4 CONTEXT OF THE PROJECT

Past research on the NGO sector in Bangladesh has been scanty and among them, a recent ADB-NGO Assessment Study conducted in mid 1992 is noteworthy. The ADB study mentions that the number of NGOs in Bangladesh exceed the number in most developing countries, and attributes this to Bangladesh's unique situation since the early 1970s when the need for such agencies was urgent after the war of liberation. The ADB points out that since then the regular occurrence of natural disasters, Bangladesh's extreme poverty and the heavy flow of donor assistance has encouraged the growth of the NGO sector.

Data available from the government's NGO Affairs Bureau reveal that the rate of registration of new NGOs has increased significantly from 113 in 1981 to 209 in 1986 and to 639 in 1992. By and large, these NGOs are working with several critical issues, viz., poverty, landless, group formation, micro-credit, employment, etc.

The Bangladesh NGO Community consists of a large number of organizations that vary in origin, size, objective and strategies. The Ministry of Social Welfare lists approximately 13,000 local non-government organizations registered with them. These comprise sports, youth, culture and welfare organizations.

There are about 600 developmental NGOs (DNGOs) both from among those registered with the Ministry of Social Welfare and those registered outside that department, whose work

aims specifically at development, particularly promoting NGOs self reliance among their target groups.

The Association of Development Agencies in Bangladesh (ADAB) is the apex organization with a membership of over 600. ADAB itself has gone through difficult times and most members agree that it has suffered from differences in perception between themselves and the organization itself. Currently, ADAB has a new Director and Chairperson appointed at the last Annual General Meeting in May 1993.

The ADB study has pointed out that the focus of development NGOs are on poverty reduction through income generation projects resulting from self-employment and credit. Non formal education, health/family planning, environment and women are the other areas routinely being addressed by the development NGOs in Bangladesh.

According to the recent ADB survey report, around $150 million is provided to NGOs every year by various international and bilateral donors. These donors have demonstrated their confidence in the effectiveness of NGO activities so that the level of funds available have risen over the years. However, around 80 per cent of such donor funds go to only about 30 NGOs.

The comparative advantage of NGOs over GOs as researched by ADB include proximity, trust/credibility, commitment, flexibility and responsiveness of NGOs to people in need. In case of Bangladesh, the striking difference between NGO and GO projects has been the NGOs' ability to identify and involve beneficiaries in such projects. NGOs are also able to promote and instill the concept of self-reliance and democracy among the project beneficiaries.

The ADB also concluded that besides a few of the larger NGOs, most of the others are small, less experienced and often suffer from operating with loose organizational structures, weak management, inadequate long term strategies and program monitoring and evaluation, and inadequate professional and technical skills.

ADB analysts indicated that NGO weaknesses, as perceived by the government, include lack of accountability, lack of coordination, high costs, lack of self-reliance and a proliferation of bogus NGOs.

2 COMPARATIVE REVIEW OF THREE PHASES OF THE PROJECT

2.1 CONCEPTUAL FRAMEWORK

2.1.1 FINDINGS

Objectives and Strategy

The logical framework for PRIP 1 and 2 postulated PRIP's Project Goal as "A more productive rural economy achieved by the rural poor, especially women, having greater access to, control of, and skills in managing productive resources and services.

Project Purpose was twofold: 1) To build the technical and strategic capacity of PVOs in Bangladesh to more effectively use internal and external resources, and 2) To support collaborative efforts (PVO/PVO, PVO/government, PVO/private sector) to achieve the above.

End of Project Status included two numerical indicators:

-- 20 PVOs practicing strategic planning skills which have achieved the desired results.

-- 10 collaborative efforts which have achieved the desired results.

Major output indicators included:

-- 5 separate clusters of activity, each focussed on one or more separate areas;

-- 1-4 Learning Groups of 2-7 committed PVOs;

-- 2-4 formal training workshops in program management and strategic issues;

-- Ongoing technical assistance/consultancy to participating NGOs.

USAID and PACT/PRIP staff, by mutual agreement, judged that the project had exceeded its expectations in terms of the above indicators and program and financial achievements. Because of this, phase 2 of the project, which was to run until August 1993, was declared completed a year early, in August 1992. An external evaluation of PRIP Phase 2 was neither required nor conducted. Phase 3 began at that time with the following newly devised logical framework:

Project Goal: A sustainable NGO sector serving the development needs of the rural poor.

Project Purpose: Improve the capacity of Support Organizations and Learning Groups to strengthen development NGOs.

EOPS: Support Organizations and Networks/Forums strengthened so that they have the capacity to act:

-- as independent sector advocates for the interest of constituents and the public, especially women;

-- institutionally in strategic planning, general management, financial management and financing;

-- programmatically for sustainable impact in selected areas of PRIP program focus, emphasizing women's issues, environment;

-- through the establishment of a private/commercial sector long-term funding mechanism;

-- through the establishment of a Support Organization for SOs and NFs devolved from PRIP with endowed funds.

Outputs:

-- Increased capacity in strategic management for Support Organizations and Networks/Forums.

-- A network of intersectoral Learning Groups and Coalitions.

-- A sustainable indigenous organization to support Support Organizations and Networks/Forums.

PACT Bangladesh/PRIP staff translated the Logical Frameworks from PRIP 1/2 and then 3 into their own conceptual framework in various ways at various times in implementation. As this was done slightly different nomenclature was used for various categories. See Table 1, "How PACT/PRIP Presented the Project in Phases 1,2 and 3" on the following page.

The table shows how PACT/Bangladesh categorized PRIP and explained the program to the public under PRIP 1/2/3. Where entries are within ellipses at the top of a box, this indicates the terms PACT/PRIP staff used to describe each category during that Phase of the project.

The boxes titled "Program Themes" under PRIP 1 and 2 included five programs in PRIP 1 without Sub-Themes; in PRIP 2 there were five Program Themes presented, along with 19 Sub-Themes.

In PRIP 3 the five Program Areas (previously called "Themes" in PRIP 1/2) were narrowed to four. These four were presented as having 15 Sub-Areas (previously called "Sub-Themes in PRIP 2), and

TABLE 1
HOW PRIP EXPLAINS ITSELF TO THE PUBLIC
PHASES 1, 2 AND 3

PRIP 1	PRIP 2	PRIP 3
(Mission): Help active, developmental NGOs in Bangladesh build up their technical, strategic, and management capacity to benefit the rural poor, especially women	(Goal): Help active developmental NGOs in Bangladesh build up their technical, strategic, and management capacity to benefit the rural poor, especially women	(Goal): A sustainable NGO sector serving the development needs of the poor in Bangladesh
		(Purpose): Improve the capacity of Support Organizations and Network/Forums to strengthen developmental NGOs
(Organizational Strategy): 1. Support Support Organizations 2. Strengthen Learning Groups 3. Help Demonstration Projects 4. Fill Gaps/Identify Opportunities	(Strategic Objectives): 1. Support Support Organizations 2. Strengthen Learning Groups 3. Help Demonstration Projects 4. Fill Gaps and Identify Opportunities	(Strategies): 1. Support Support Organizations 2. Strengthen Networks and Forums 3. Establish PRIP as a Bangladesh Entity
(Program Themes): 1. Institution Building 2. Local Control 3. Increasing Income 4. Self-Reliant Services 5. Disaster Preparedness	(Program Themes): 1. Institution Building 2. Local Control 3. Increasing Income 4. Self-Reliant Services 5. Disaster Preparedness	(Program Areas): 1. Institutional Development 2. Strategic Coalitions 3. Improved Programming 4. Disaster Management 5. Indigenization
(Services): 1. Technical and Managerial Assistance 2. Research and Development 3. Evaluation and Assessment 4. Forums and Consultations 5. Documentation and Dissemination 6. Development Support Communications 7. Training and Application of Training 8. Funding for Demonstration Projects 9. Core Funding for Projects of Support Organizations	(Program Strategies): 1. Technical and Management Assistance 2. Research and Development 3. Evaluation and Assessment 4. Forums and Consultations 5. Documentation and Dissemination 6. Development Support Communications 7. Training and Application of Training 8. Funding for Demonstration Projects 9. Core Funding for Projects of Support Organizations	(Services Available): 1. Training 2. Curriculum Development 3. Study Tours 4. Technical Assistance 5. Core Funding (for Support Organizations and Networks/Forums) 6. Documentation 7. Research and Data Bases 8. Development Support Communications 9. Advocacy and Lobbying

a new Program Area--indigenization and stability-- was added; this new Program Area had two "Sub-Areas." The total Sub-Areas in PRIP 3 was thus 17. These PRIP 3 Program Areas and Sub-Areas were called either "general outputs" or "specific outputs" in PRIP 3's, Year 5 Work Plan and in recent reporting to USAID.

Renaming of this sort does not indicate any major change in program content. The essential change between PRIP 1/2 and 3 is, however, in the column first titled by PRIP as "organizational strategy, then called "strategic objectives" and finally in PRIP 3, "strategies." Compared horizontally, the original four strategies are reduced to only two in PRIP 3. "Demonstration Projects" and activities which were designed to "fill gaps and identify opportunities" were dropped. In PRIP 3 the support of support organizations and networks/forums remain as before, and the strategy of indigenizing PRIP is added.

Strategy of Approach

PACT's PRIP is the only program in Bangladesh specifically designed to build the competency of the NGO sector as opposed to the usual pattern of building competency of funded organizations or projects. PACT Bangladesh staff sees themselves as operating as a new kind of program, which also offers information both to USAID and others on useful NGO experiences.

In PACT's first report on PRIP to USAID, the baseline circumstances facing PRIP, and the means by which project could work are discussed:

> "The idea is sound [Learning Groups as the methodology] but needs to build on shared confidence and lack of suspicion which is not yet there. A good idea, in the sensitive field of NGO politics in Bangladesh, is not sufficient in itself. NGOs look also at who is championing the idea, and on what basis the idea is being put forward. Some "learning groups" (by other names)--land reform, social forestry, already exist, irrespective of PRIP. There are certainly topics on which a shared interest exists, but PRIP has to seek a non-intrusive way of crystallizing and institutionalizing that interest. This is happening at a slower pace than was envisioned.
>
> The most important way in which PRIP can prepare for the formation of Learning Groups is by seeding activities that will bring people together around a particular theme, and encourage their further interest."

PRIP explains further its working strategy:

> "PRIP has mainly dealt with SOs and with members of learning groups. These are larger Dhaka-based organizations and they in turn deal with the larger number of smaller rural NGOs...
>
> PRIP...is very committed to the growth and strengthening of the NGO sector and is part

of that process itself, rather than merely an external funder. While at the bottom its existence depends on its ability to deliver funds--and it is thus unquestionably a donor, the technical assistance skills of the staff of PRIP are an important part of its work, and in its relationship with NGOs. Logically of course USAID is the donor, but any organization in Bangladesh which carries out its own program using funds spend in the country is seen by the NGO community as a donor."

Confronted by a mass of mainly multi-purpose NGOs whose relationships were primarily with their donor and perhaps government units, the challenge to PACT/PRIP was to promote sectoral unity around selected themes. PACT/PRIP staff observed in the second year of the project, that "the pattern over the years has been a bilateral relationship between an NGO and a donor, leavened by occasional inter-NGO meetings, but precious few joint operations."

Unification and sharing among the community appeared to be urgent needs among NGOs. PRIP activities encouraged an attitude shift in how NGOs behaved by funding inter-NGO coordination projects. It also responded to what the NGOs wanted or perhaps would recognize as useful, even if they had not demanded it, rather than following a strict funding formula. It also became involved in NGO activities by operating as a support organization.

At first it seemed logical that ADAB, the apex organization of NGOs should take the leading role in forming networks. But the reality was that ADAB tended to control rather than to coordinate, and was subject to much infighting among staff leadership and Board. At this point--around 1991--the encouragement of learning groups and support organizations as the focal points for coordination and technical services under PRIP was intensified. PACT Bangladesh staff did so with the thought that such groups, once established, could forge their own working relationships with ADAB.

Following the 1990 mid-term evaluation, new strategies were added to PRIP 2: NGOs capacity for monitoring and evaluation, research and training agenda and developing self-sustaining capacity in NGOs and Networks. Five program priorities or areas were set: NGO institution building, local decision making and control, self-help economic activities, self-financed local services and disaster preparedness.

In PRIP 3 the above five program priorities were further revised to include the following: institutional development, strategic coalitions, improved programming, disaster management and a new program area dealing with indigenization of the PRIP operation.

2.1.2 CONCLUSIONS

a. In PRIP 3 the major change in the Logical Framework was in the Project Goal; the long-term view of seeing impact on a "more productive rural economy" in PRIP 1/2 was narrowed in PRIP 3 to a focus on "a sustainable NGO sector" servicing the needs of the rural poor.

b. There was little change in Project Purpose or the underlying conceptual framework of PRIP

1/2 and 3. The purpose remained mainly as building the strategic management capacity of support organizations and networks.

c. The End of Project Results in PRIP 1/2 were broad and appeared to provide an open-ended guide to how purpose could be reached. In PRIP 3, the End of Project Results while expanded, attempted to provide additional focus by defining how the project purpose would be achieved.

d. Project sub-themes--19 in PRIP 2 and 17 in PRIP 3--to some extent supported the narrower and refocused Goal, Purpose and EOPS of the revised PRIP 3 Logical Framework.

e. The language used in PRIP planning and reporting documents, which attempt to convert some logical framework language into PACT Bangladesh staff's own operational framework, confuse rather than enlighten the reader as to objectives of the project.

f. The strategy and the learning process approach appeared well suited to PRIP's early situation.

2.2 CHARACTERISTICS OF ACTIVITIES

This review of activities covers the four years of PRIP Phase 1 and 2 which was implemented from August 1988 to August 1992 and the first year of PRIP 3, from September 1992 to August 1993.

2.2.1 FINDINGS

Types of Activities

A total of 361 program transactions--funding actions of one sort or another--were reviewed. Of these 237 were made during PRIP 1/2, 124 to date during PRIP 3. (Please refer to Table 2. Summary of Transactions, PRIP 1/2 and 3 by Type and Investment and Figures 1-3 on the following pages).

These transactions can be broadly classified into the following types:

a. Training-this includes project grants for training seminars
run by a Bangladesh NGO or by a foreign organization, scholarships to attend training overseas or training in Bangladesh, study tours and English literacy training. The training were primarily supported for management development, gender awareness, computer skills, agricultural methods, craft production and disaster.

TABLE 2

TRANSACTION PROFILE OF PRIP PHASES1/2 , 3 BY CATEGORY
(IN US DOLLARS)
As of 31/10/93

	Training	Research	Tech. Asst.	Dev. Sup. Com	.Demo Projects	Core Funding	Forums (1/2) Advocacy (3)	TOTAL
PRIP 1/2	605,379.29	134,790.65	210,047.86	146,716.30	230,619.98	881,758.51	44,197.00	2,253,509.59
%	27.%	6.1%	10.0%	6.7%	10.52%	37.64%	2%	
# of Projects	78	30	40	40	13	20	16	237
PRIP 3	248,455.11	15,946.99	32,131.55	87,215.80	37,673.96	758,446.48	40,188.54	1,220,058.43
% of PRIP 3 Total	18.3 %	1.3%	2.7%	7.4%	3.2%	64.5%	2.5%	
# of Projects	26	8	10	44	2	29	5	124
TOTAL	853,834.40	150,737.64	242,179.41	233,932.10	268,293.94	1,640,204.99	84,385.54	3,473,568.02
% of Total 1/2/3	24.5%	4.3%	7.0%	7.0%	7.6%	47.2%	2.4%	
# of Projects	104	38	50	84	15	49	21	361

FIGURE 1

TRANSACTION PROFILE OF PRIP PHASES 1/2 AND 3 BY NUMBER OF PROJECTS PER CATEGORY

As of 31/10/93

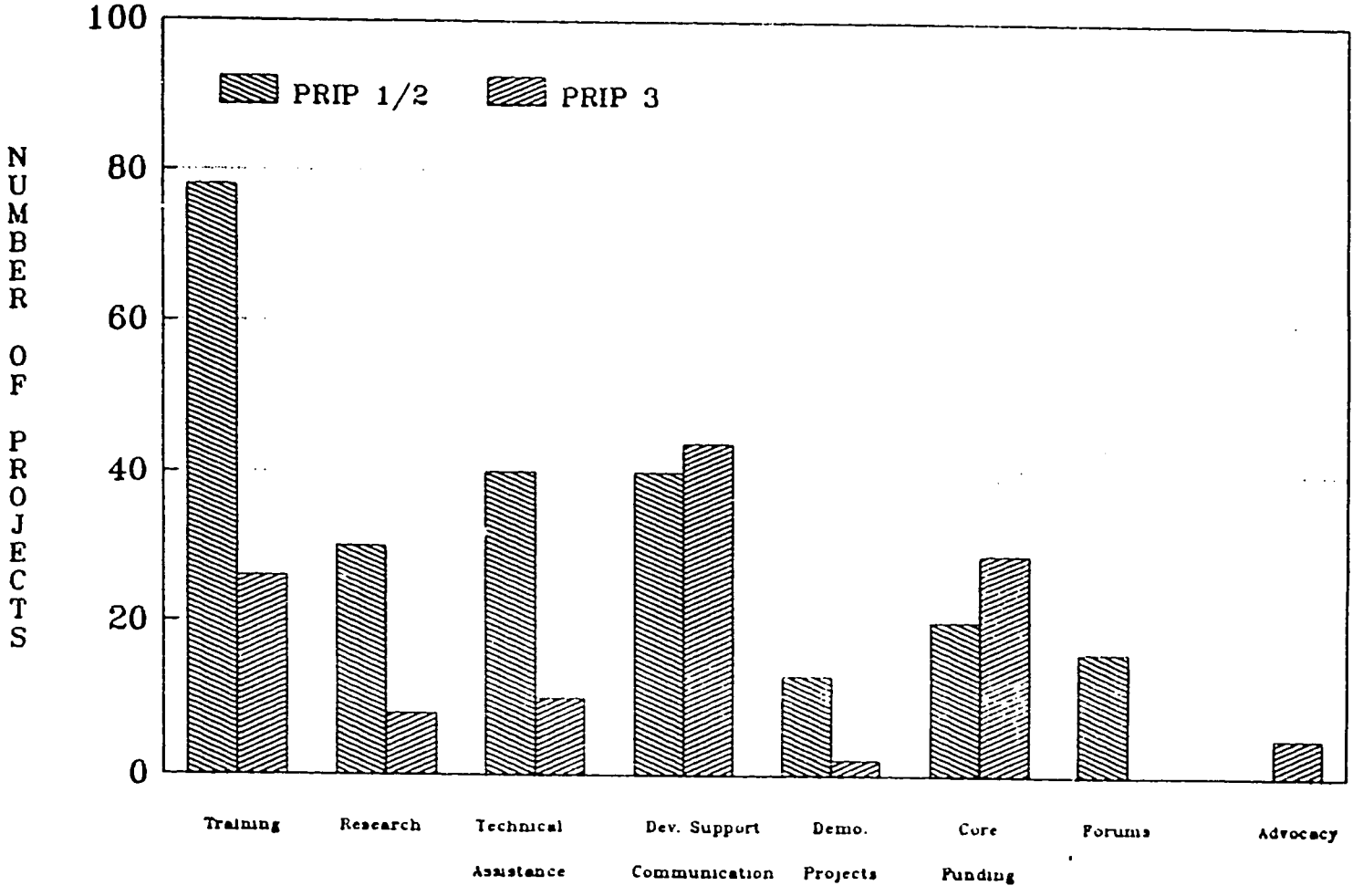
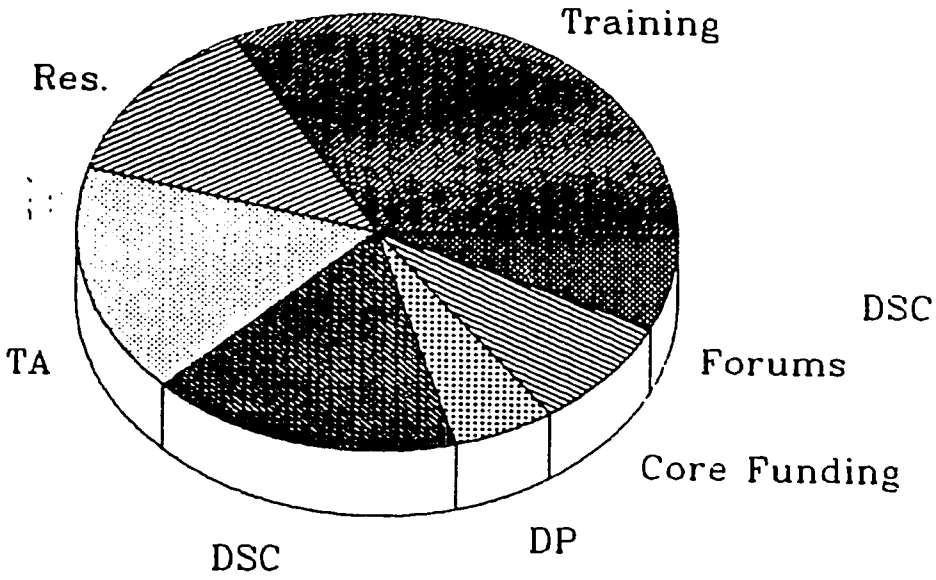


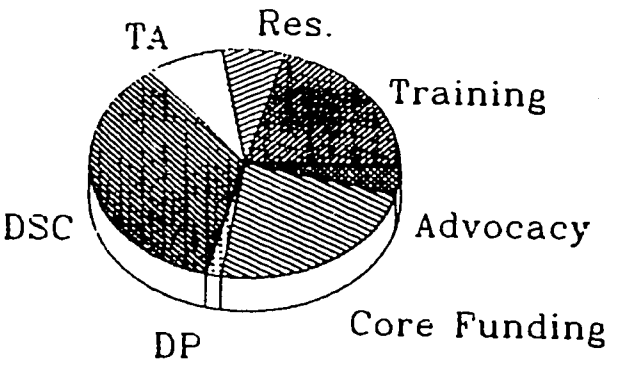
FIGURE 2

TRANSACTION PROFILE OF PRIP
PHASES 1/2 AND 3 BY NUMBER OF PROJECTS
PER CATEGORY

As of 31/10/93



PRIP 1/2

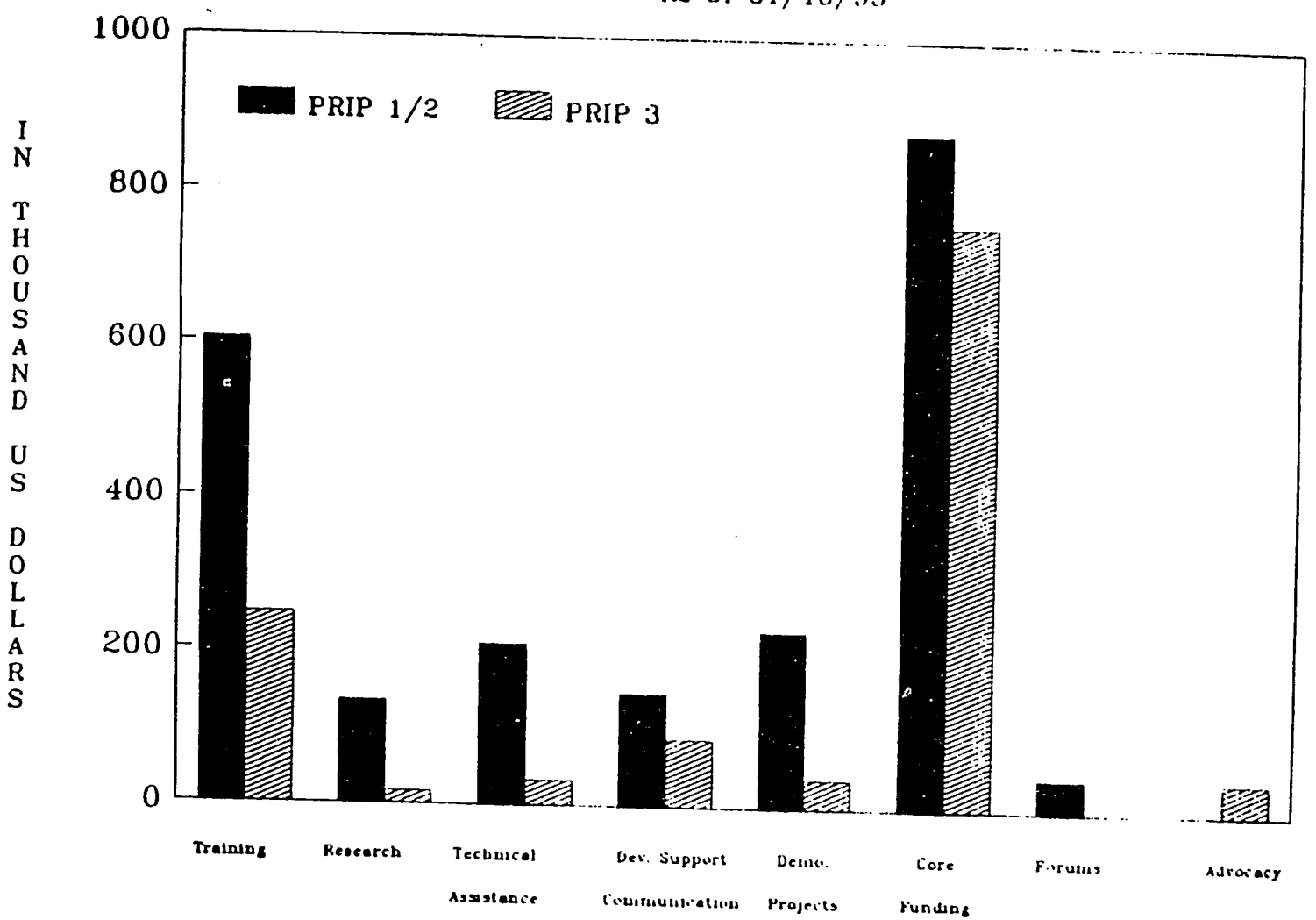


PRIP 3

FIGURE 3

TRANSACTION PROFILE OF PRIP
PHASES 1/2 AND 3 BY FUNDING PER CATEGORY

As of 31/10/93



A total of 78 training projects were supported in PRIP 1/2 and 26 thus far in PRIP 3.

b. Research-this includes studies contracted with NGOs and individuals on issues such as financial self-reliance and indigenization, land issues, credit, disaster, and data bases or directories. A total of 30 research studies were conducted in PRIP 1/2 and 8 in PRIP 3.

c. Technical Assistance-this includes assistance provided to individual support organizations and NGOs to strengthen particular areas of their operations. They include installation of computer systems, preparation of budgets, business plans and project proposals, evaluations of programs and consultancy for PRIP operations. A total of 40 technical assistance grants in PRIP 1/2 and 10 grants in PRIP 3 were provided.

d. Development Support Communications-this includes publication of books, PRIP-sponsored research, directories, pamphlets and flip charts as well as of slide sets and videos. A significant number were in disaster management. A total of 40 projects were supported in PRIP 1/2 and 44 in PRIP 3.

e. Demonstration Projects-these were provided to individual organizations to try out innovations in programming, training or technology. The support was also to demonstrate an NGO's achievements at a practical and policy level so other NGOs may learn from them. They include craft production upgrading for foreign markets, agro-forestry models, land issues, participatory video and aquaculture or pond fishing. 13 projects were supported in PRIP 1/2 while 4 were supported in PRIP 3. (Note: such projects included in PRIP 3 are residual activities carried over from PRIP 2. New demonstration projects are not being undertaken under PRIP 3.)

f. Core Funding - this includes bridging grants and funding for equipment and administrative overheads of support organizations and learning groups. Support organizations were NGOs who had committed all or a part of their activities to helping smaller NGOs. A substantial portion of this activity supported ADAB.

A total of 20 such grants were provided in PRIP 1/2 and 29 thus far in PRIP 3.

g. Forums and Consultations - this supported activities that led to the formation of Learning Groups. Learning groups were inter-organizational groups which came together around a particular sector or a particular problem in order to work together and learn together how to overcome their problems and increase their possibilities. Such support was provided by PRIP in pond fishing, strategic networking of support organizations, human rights training, literacy, credit and disaster. Sixteen such transactions were supported only in PRIP 1/2.

h. Advocacy - this supported activities with the purpose of changing the attitude, behavior or actions of some organization or person important to the work of NGOs in Bangladesh. This category was created as an available service in PRIP 3; there have been four transactions of this type to date.

Projects or activities ranged in duration from short 2 week activities to a 2-year grant to cover the core costs of a Support Organization.

Investment Pattern

The grant amounts varied from a low of $70 for an ADAB meeting on pond fishing to $217,777 to support the Village Volunteer Program of the US-PVO, International Voluntary Service.

The majority of the grants were under $10,000. In PRIP 1/2, only 16% or 37 of the 229 were for amounts of $10,000 and above. While in PRIP 3's first year alone, 25% of the 120 transactions were for amounts over $10,000.

Core funding ($881,758) and training ($605,379) received most of the investment in PRIP 1/2. These however do not parallel the number of transactions which were highest for training involving 78 projects during PRIP 1/2 as compared with core funding which involved only 20 projects.

In PRIP 3, there is a noted shift towards more core funding support: 64.5% of all PRIP 3 monies supported some 29 core funding projects to support organizations and ADAB. While investments in training continue to be high ($248,455) representing 18.3% of PRIP 3 funds, they involve larger transactions, many above the $10,000 range. It is in Development Support Communications that while investments were low at $87,215, they involved 44 transactions or 36% of all work done during PRIP 3. PACT/PRIP has been handling writing, translating, designing and printing tasks until now under discrete transactions, a habit that PACT Bangladesh staff intend to change in the near future.

Funding Modalities

PACT/Bangladesh provides training, research, technical assistance, through various modes of transactions--contracts with individuals, firms or NGOs, or grants. For such services, PACT/ Bangladesh often contracts with commercial firms, training institutes, off-shore institutions or Bangladeshi NGOs. Approximately 35% of the transactions in PRIP 1/2 were with individuals, 55% were with NGOs or organizations and 10% were with foreign-based organizations. Thus far in PRIP 3, 75% of the transactions were with organizations, mostly Bangladesh NGOs. 25% have been with individuals.

Organizations Supported

A total of 95 NGOs, support organizations and networks benefitted from PRIP 1/2 while 65 organizations received benefits from PRIP 3's first year.

Of the 95 organizations in PRIP 1/2, 28, i.e., 29% were support organizations or networks/forums. The rest were implementing development NGOs. Of the 65 organizations identified to benefit from project activities in PRIP 3, 37 or 58% were support organizations.

Organizations supported or that benefitted directly in PRIP 1/2, both in terms of number of transactions and funds, were for the most part, the Association of Development Agencies in Bangladesh (ADAB), and other large international and local PVOs such as BRAC, PROSHIKA, GSS, CARE, IVS, WINROCK and medium-sized PVOs, such as FIVDB, CDS, TARD and VERC. Such large NGOs, of course, often provide support services to other NGOs. PRIP funds provided to such agencies were largely to support such activities, not to provide core funding to the large NGOs for projects of their own.

ADAB received the benefit of most of the transactions of PRIP 1/2/3--55 transactions ranging from computerization studies to bridging grants. Support to date for ADAB is estimated at $1,016,231. This is 15% of all funds used to support NGOs, and account for 30% of all transactions.

During the transition from PRIP 1/2 to PRIP 3, a number of organizations were dropped. Of the 93 organizations PACT/Bangladesh worked with in the first two phases, the activities of 51 were considered to be outside of the priorities for PRIP 3 and, as part of efforts to tighten focus and concentration, were no longer supported. Of those 51 no longer serviced by PRIP, 5 were support organizations. PACT/PRIP staff decided not to work with them for a variety of reasons: they did not want to work with PRIP, their work had been amalgamated into other SOs or their work was outside PRIP's program areas, i.e health and family planning.

This left PRIP with 42 organizations still receiving support in PRIP 3 of those originally involved in PRIP 1/2. In PRIP 3 to date, 23 more organizations which were not supported in PRIP 1/2 have been added to PRIP's roster. Thus, in PRIP 3, 65 organizations are being supported.

In PRIP 1/2, only 28 (29%) of the organizations supported were SOs or Networks. In PRIP 3 to date, 40, (62%) of the 65 organizations PRIP supports are SOs or Networks. Please see Annex E - Some Statistics about PRIP.

Samples of Projects

As indicated above, PRIP activities are numerous and carried out through various modes of transactions--contracts with individuals, firms or NGOs, or grants--to develop a theme or idea or an institution that may be of use to the NGO community. Two samples of how all the various activities coalesce to do this, and at what cost are:

EXAMPLE 1: SUPPORT FOR NASCENT FINANCIAL SELF RELIANCE NETWORK

Under PRIP 1/2, PACT Bangladesh started exploring the subject of financial self-reliance spending a little over $15,000 on 4 activities: having someone write a proposal for an NGO self-reliance workshop ($540), sending 3 NGO staff to a conference in Bangalore ($2,205), contracting MIDAS to do case studies of 4 revenue generating NGOs and research into rural capital investment ($3,830 and $9,150) respectively. It also funded a consultant to do a study into Private Sector Funding of Development ($10,800).

During PRIP 3, investments continued. In May 1992, a workshop was sponsored with ADAB and IRED on Financial Self-Reliance from which a learning group of 15 interested NGOs were identified. OXFAM and PACT/PRIP collaborated on a survey of the fund-raising practices of 32 NGOs which were OXFAM partners. PACT/PRIP supplied the services of one of its staff members as a data analyst, and OXFAM covered all other costs. Support was given for the printing of relevant manuals on Financial Self-Reliance ($463 and $1982) primarily translations in Bangla of IRED English language materials. Then a grant ($12, 696) was given under PRIP to VVTC Noakali which was in the process of trying to establish a self-reliant local organization through local fund-raising. Part of the grant was for a case study of the work of this organization. A PACT/PRIP officer and executive director of IVDC, which specializes in training and curriculum development were sent to attend a workshop in India: the Asian Fund Raising Group's Annual Training Workshop ($945). IVDC was then commissioned to produce training modules in fund-raising ($23,826).

ASA asked PACT/PRIP staff if they could organize an evaluation of ASA's Self-Reliant Credit Program. PACT staff brokered interest in this from the ADB, consultants of which were involved in the same topic with another organization, and they undertook to assess the program for ASA, at no cost to PACT/PRIP.

The fourteen activities funded under PRIP to implant financial self-reliance concepts and knowledge is just over $60,000. Nine of the activities involved direct PACT/Bangladesh investments, three were funded by other agencies and two were accomplished by work done by PACT/PRIP staff.

EXAMPLE 2: LITERACY--A NETWORK AND SUPPORT ORGANIZATION IS BORN

Just over $35,000 was used under PRIP 1/2 to support 10 activities that gave birth to the idea that a functioning NGO supporting structure was needed for literacy.

To begin, a workshop was organized using PRIP funds on the subject of literacy as a human right ($922). At this affair PACT/PRIP staff was able to gauge interest among NGOs in the subject of literacy and identify agencies with particular competence. With two agencies with expertise, PRIP funds were used to evaluate existing literacy materials and published a monograph on literacy experience of FIVDB ($500 and $391). Other literacy materials that had begun to be collected were then the subject of study by a PACT/PRIP sponsored working group ($3411). The same working group proceeded to design a literacy materials production course ($16,495).

Continuing to advocate for higher interest in literacy, PRIP 1/2 supported the translation by DAM of literacy materials from abroad ($1014), sponsorship of a literacy materials development workshop ($1404), and a symposium ($2,183). PRIP funds were then used to publish a recently completed FIVDB study ($1,833).

It was not until PACT/PRIP sponsored the attendance of a group of NGO leaders to an international meeting of the International Council for Adult Education in Manila ($7,500) that actual formation of a literacy network took root. Fifteen NGO leaders at that meeting realized that the lack of overall coordination among NGOs was a major problem. CAMPE (Campaign for Popular Education) was organized as a network and support organization. It has, as of this writing, 16 NGOs as Council Members and 200 affiliate members.

CAMPE has since been supported under PRIP with a grant ($48,178) and a contract to produce materials ($15,606). Using these funds, CAMPE was able to operate during the time when NGO Bureau registration had not been given. It has taken up much of the activities that were earlier sponsored under PRIP: training manuals, evaluations, directories of programs, translation, and posters. In addition, training on organizing literacy programs at the local level and on development of materials has been provided with 66 participating from 50 agencies. Materials have been provided to 176 agencies.

A consortium of donors has been organized to support CAMPE. PACT Bangladesh is a member. Ten investments under PRIP 1/2 and a grant and contract under PRIP 3, a total of $98,000 has been invested in supporting this formation.

2.2.2 CONCLUSIONS

a. PRIP 1/2 projects were small interventions that initially were quite scattered. By PRIP 3, these appeared to take form around specific organizations in theme areas: literacy, financial self-reliance, sustainable agriculture, aquaculture, credit, land issues and disaster management.

b. Training and core funding grants account for the majority of transaction types in all phases. Under PRIP 1/2 this concentrated on individual agencies--an indication of PACT Bangladesh deliberately building up of a core group of NGO leaders that could ally with PACT around different PRIP theme areas. In PRIP 3, the size of individual funding grants has increased--an

indication of concentration on specific issues or themes.

c. Core grants in PRIP 3 have increased in both terms of funding and number over those in PRIP 1/2. This clear movement to working closer with individual support organizations over funding numerous activities (37.6% for core funding in PRIP 1/2 as against 64.5% in PRIP 3) indicates a shift towards more focus in the grant making for promotional type activities to more concentrated work in organizational strengthening.

d. A greater number of development support communication activities were reported in PRIP 3, although much less in grant amounts, when compared with PRIP 1/2. Many of the PRIP 3 activities in this area were started in 1/2 to fund research or production and are now mainly covering distribution costs. While PACT staff have moved to consolidate its printing work through CDL (a support organization) under PRIP 3, it still managed a large number of publication transactions in house.

e. Research and demonstration grants--43 under PRIP 1/2--were no longer supported to the same extent under PRIP 3. Support of such activities appeared to be less needed as groups of agencies showed interest in or actually formed networks or fora in the program areas in which PACT's PRIP was operating.

f. While under PRIP 1/2, many of the transactions were made with individuals and foreign organizations (45%), by PRIP 3, more of projects were directly transacted with local organizations (75%). This shows a greater interest among local NGOs to get involved in activities supporting PRIP goals and theme areas.

g. The PACT/PRIP program, in the first and transitional year of PRIP 3, has focussed much more on SOs and networks than in the early years: 64% in PRIP 3 versus only 29% in PRIP 1/2.

2.3 OPERATIONAL FRAMEWORK

2.3.1 FINDINGS

<u>Identification and Development of Activities</u>

Initially the evaluation team was perplexed by the latitude PACT/PRIP had in selecting projects. What criteria were used outside the categories outlined as "themes, program strategies" which were broad and not rigidly restrictive? Neither the evaluation team's study of project files, including files of proposals rejected by PACT Bangladesh staff, nor PACT/Bangladesh's reporting on PRIP to USAID told us clearly why PACT/Bangladesh supported the activities it did.

The evaluation team was also disturbed by its inability to understand the process of decision-making within PACT/Bangladesh concerning activities to be supported: how decisions

were made, by whom, on what objective information, and, again, using what criteria.

As we got more familiar with the portfolio, however, we began to gradually understand more.

A Different Donor

From the outset, PACT Bangladesh tried to show itself as different kind of donor and support organization, one committed to the growth and strengthening of the NGO sector that is part of that process itself, rather than merely an external funder. Many in the NGO community indicated to the evaluation team that PACT/Bangladesh consistently operated as more than the sum total of activities funded. PACT/Bangladesh staff offered moral support and became actively involved in the dynamics of organizational and sector growth such as representing the interests of networks with donor, drafting position papers and correspondence.

Learning Process Approach

Early in the project, by necessity, PACT/PRIP staff undertook research to become familiar with the NGO sector and issues in it--types of NGOs, why its apex organizations functioned as they did, the extent of inter-agency coordination, and how NGOs related to government and donors.

This "learning process approach" provided the backdrop of early investment decisions. Technically, possible activities were judged first and foremost by whether these fell within the categories identified in the USAID Cooperative Agreement. As pointed out in an earlier section these broad categories--called "themes," also included 19 specific "sub-themes" such as "women's empowerment, literacy, financial self-reliance." But in years one through four of the project, the selection of activities was also based on a range of other criteria.

Study of the early portfolio and interviews with PACT/Bangladesh staff concerning funding criteria showed the most obvious other criteria for activity selection was whether it had a good chance of being of general utility to the recipient agency or community at large. This judgement call was further leavened by two other criteria: 1) the degree the activity provided the opportunity to understand who the actors were in the NGO world, and the possible NGO support world and 2) whether the activity would help PACT/PRIP establish credibility in the NGO community.

In PRIP 1/2, through the strategy called "Finding Gaps, Identifying Opportunities," PACT/Bangladesh invested in activities that developed knowledge among the NGO community in fields where little information was available--registration options, financial self-reliance, strategic planning methodologies, land reform, cash crop agriculture, disaster preparedness options for agencies that saw themselves as development but not relief oriented.

Some activities supported under the PRIP program, while useful in their own right, were

mainly designed to cement relationships. Examples of such early activities were investments under PRIP in computer hardware, software, and training for VHSS and MAWTS, the provision to BRAC of experts on the positioning of artisan goods in the U.S. market, and assistance to Proshika MUK (along with the Ford Foundation) in video hardware and training for participatory video.

Organic Movement

As choices were made and activities executed in PRIP 1/2, a clearer idea continually emerged of capacities in the NGO community, emergent possibilities, and a set of refined PRIP priorities. PACT/Bangladesh staff explained that thus it had moved through PRIP 1/2 and on to the present PRIP 3 "very organically."

The evaluation team "tested" this contention in several ways. In structured interviews with a range of NGOs with support or networking functions we asked about first contacts such agencies had with PACT/Bangladesh, about services or grants received in chronological order, and the process used for arranging these. The results with comments:

First contacts:

Personal contact with PACT staff:	11 NGOs	
Referred by other NGO to PACT:		4
Formal visit to or from PACT:		3

Comment: The personal element of initial contact stands out. NGOs interviewed often described PACT/PRIP staff as more intensely interested in their operations, their place in relation to the development challenges and operating problems than almost any other donor or support operation.

Services and grants received in chronological order:

Comment: PACT staff put together and provided the evaluation team a list of "transactions" with each NGO. These and the interviews themselves indicated a strong cascading effect and logical continuity of PRIP's support to specific NGOs, Support Organizations or Networks/Fora. The pattern was often one of PACT/Bangladesh under PRIP first sponsoring an offshore study opportunity, followed by giving access to training in Bangladesh or sponsoring a workshop, or some specialized technical assistance. In some cases, these were followed by support grants. Two typical examples are Community Development Services (CDS) and CAMPE.

The ways in which CAMPE was supported under PACT/PRIP are detailed in Annex F (Process Documentation). CDS is a medium sized NGO which acts as a Support Organization to a group of over 70 smaller NGOs. On the evaluation team's trip to Jessore, we tracked CDS's work out into the rural areas, and found that CDS had

"passed on" a substantial amount of the services (particularly in Strategic Management Training) that it had received under PACT.

Process used in arranging and negotiating support:

Comment: Respondents generally described the process of discussing ideas with PACT/Bangladesh staff as collaborative. Eleven NGOs interviewed described their dialogue with the staff in various ways but were in accord with the following quotations taken from interview notes: "the dialogue with PACT staff took time but was two-way," or the process was "not an imposition but rather a partnership of ideas," or the process was made up of "discussions that sought clarifications, made suggestions and provided moral support throughout."

Record Keeping & Documentation

We were told that what to do and why, were decided in conversations among principal staff--essentially two people in PRIP 1/2 and three in PRIP 3. But little about this process was routinely made a matter of record in the files. We noted that more record-keeping and memorandum of conversations were kept in the early days of PRIP than later in PRIP 2 and in PRIP 3.

We discussed a few specific projects with PACT Bangladesh staff. For example, why was support given to a relatively new NGO, the Bangladesh Development Partnership Center for training of ADAB members in disaster preparedness, instead of pressing into expanded service the firm Bangladesh Disaster Preparedness Center, which from our reading of project files on both agencies, seemed much the better organization. PACT staff had judged that no one agency can serve this important expanding need, and that the newer agency is a true NGO while the original agency used is a private concern. Under PRIP the staff plans to continue using both.

Or why Women for Women, was supported when it was clear that this group was bound into an academic framework, and support for it had been dropped by the Ford Foundation just prior to the decision to fund it under PRIP. PACT staff explained that they had judged that the potential for Women to Women to become an important organization in advocacy work could be realized if the organization re-thought its vision and mission, and if it broke out of its academic approach and learned more about what NGOs were actually doing in the field of women's issues. Under PRIP, Women for Women undertook a strategic planning workshop to consider these matters.

PACT/Bangladesh staff was asked to include the Women for Women project in an exercise that the evaluation team requested PRIP to undertake concerning three activities chosen at random: to explain by documenting the process in writing, the process used in the selection of these specific activities. The three resulting documents, titled "Process Documentation of Decision Making on Projects," lay out PACT/Bangladesh staff thinking and the process involved

in choosing to support VHSS, Women for Women and CAMPE. (These appear as Annex F.)

Responsibility for Decisions

Essentially this process documentation exercise indicated the heavy and close association of the PACT Director and Deputy Director in a process of decision-making, with some subsidiary but important contributions from the PACT Program Director. It also gave the team a clearer idea of what the PACT staff knew of objective conditions confronting their client agencies. Finally, it also showed that the rather elaborate "Project Selection/Rejection Flow Chart" devised during the first evaluation of the PRIP project, and since revised in PRIP 3, in fact reflects the process of decision-making followed even if it has not routinely been made a matter of record.

Decisions were made by PACT Bangladesh management on project selection, but USAID had to agree with these decisions for projects over a certain dollar amount, a level that changed several times over the last five years of implementation. Initially the level was $10,000, then $25,000 and at present it is $50,000. For projects over $50,000 the PRIP Advisory Committee made recommendations as well.

Rejecting Requests

The integrity of the process was further conclusively demonstrated when staff chose to develop for the evaluation team a listing concerning the other side of the activity-selection story: just what proposals had PACT Bangladesh staff chosen not to support? To answer this staff developed a list of rejected proposals including the reasons for rejection. (Annex G).

The list catalogues 61 occasions on which staff declined to support projects along with the reasons. It notes that this number applies only to rejections from among proposals from major agencies which had received PACT support for some activities, and not the many dozens of other unsolicited proposals from NGOs simply prospecting a whole range of donors.

Planning and Coordination

With the advent of PRIP 3, formal and detailed workplans for a given year are routinely done. These include budget-use forecasts against outputs (program areas), program themes and program theme indicators. Under these categories, particularly "theme outputs" specific actions to be taken during the year are listed. For example, in the Year 6 Work Plan under Program area 1, Institutional Development, Strategic Management, the first theme output mentioned is "production of base line data on sample of SOs/NFs in institutional competence." PACT/Bangladesh staff indicate that producing and following such work plans is helpful in keeping the program focussed.

PACT/Bangladesh staff hold annual retreats to discuss agency issues and plans for future

actions. Reading the record of these indicates a complete interchange of ideas and good participation including that of PRIP's Local Advisory Committee.

PACT Bangladesh is also an active member of several donor support consortia for SO or networks; ALRD, CAMPE, ADAB, for example. This brings staff into consultations with other donors. PACT/Bangladesh's director acts as coordinator of the consortium supporting ADAB, and was complemented highly by donors on how it has executed that task.

Coordination in the office setting appears to be accomplished to some extent by routine scheduled meetings, but mostly, as observed above, by ad hoc meetings to discuss what is before the staff at a given time. Coordination with partner SOs and the NGO community at large appears to be a major absorber of staff time. PACT/Bangladesh staff also regularly attends not only meetings it sponsors--often those of ADAB (to which PRIP provides major funds and PACT staff coordinates the ADAB consortium of donors) but a host of other events. Important individuals in the NGO community also regularly stop by the PACT/Bangladesh offices for discussions.

The evaluation team met with PRIP's Local Advisory Committee. The main functions of the group are to consult and advise on issues related to government, ADAB, other NGOs and, to some extent, on donors. The committee also provides recommendatory approval of projects above $50,000,and comments on reports concerning PRIP to USAID and any other documents or matters upon request. Committee members noted meetings are less frequent now than in PRIP's earlier days, and that less information is being routinely provided to them.

An aspect of coordination involves telling clients and supporters of PRIP activities and accomplishments. In this we found PACT Bangladesh to have a mixed record. Given the frequent changes in personnel in a place like Bangladesh, this is a continual need. In interviews, the evaluation team was told of generally good impressions of the PACT/Bangladesh operation. But among the project's advisory committee members, much of what PACT was doing appeared to not be specifically known. The team got the same reaction from the two individuals interviewed at the NGO Affairs Bureau, and this certainly seemed the case among USAID people we spoke with aside from the USAID/PACT project manager.

PACT/Bangladesh has tried to remedy this situation with the bi-annual newsletter, "HIGHLIGHTs". For PRIP 3 two meetings were held. The first, in December 1991, to reflect with the main NGOs on what had been learned under PRIP 1/2 which could be applied to PRIP 3. The second meeting, in January 1993, had the purpose of explaining the work of PRIP 3 to Support Organizations and Networks. These meeting were much appreciated. NGO attendees in Dhaka, and even some we met during our field work in Jessore, commented on the uniqueness and utility of these sessions in understanding what PRIP was all about, and how much they appreciated having their counsel sought.

Overall, however, the evaluation team, and many others it interviewed, found PACT reporting, especially that to USAID, to be confusing, with far too much disaggregated detail

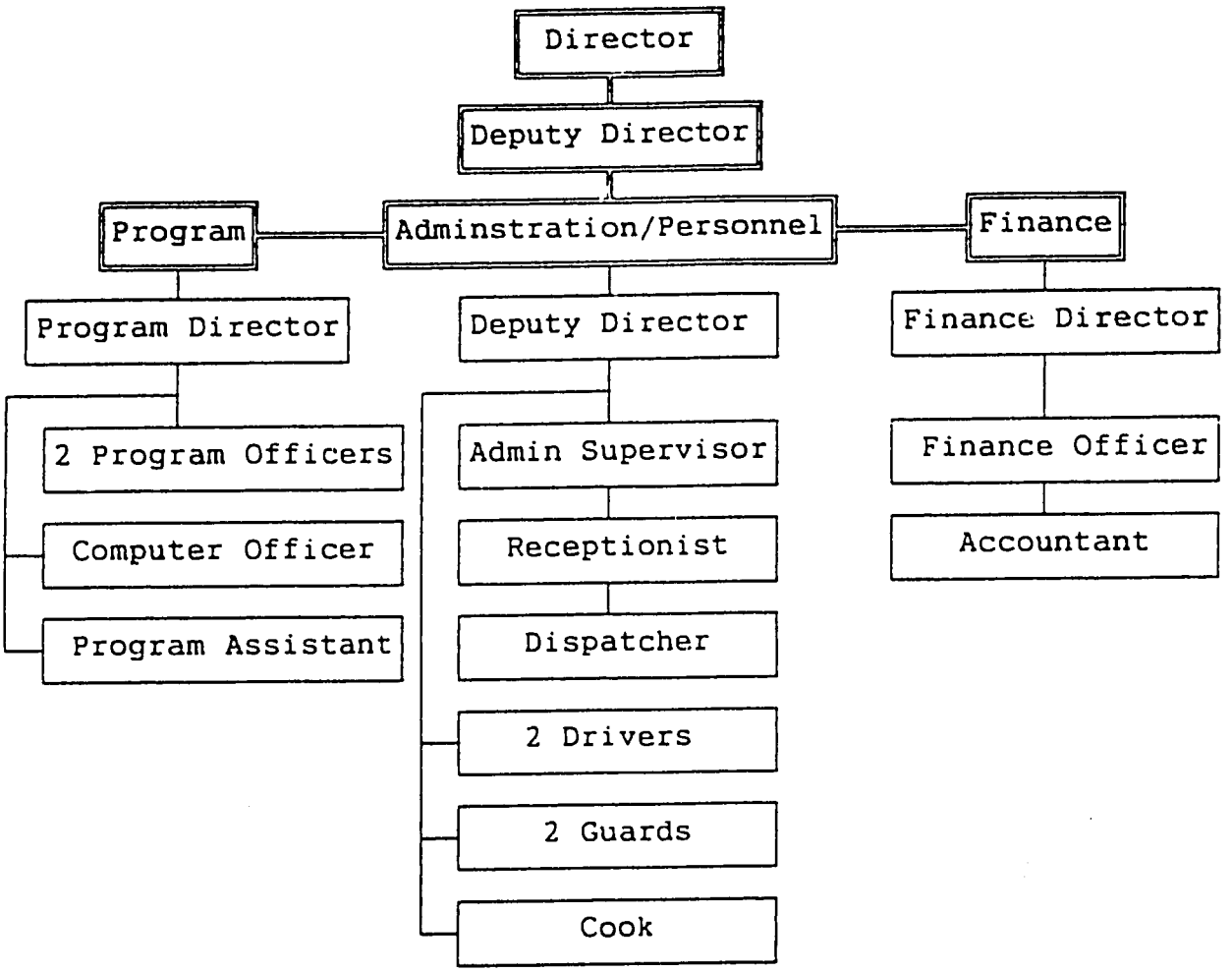
under a plethora of disorienting headings and with extensive cross-referencing. The reports appeared to the team to consist more of preliminary data (of use as a basis for writing a straightforward summary report) than a finished product for general consumption by those PACT/Bangladesh hopes to keep informed. This same report is sent to PACT/Washington and offered to anyone requesting a copy in each edition of PACT's "Highlights" newsletter.

Organization

PACT/Bangladesh is run by a staff of 18. The Director and Deputy Director, oversee three divisions: Program, Finance, Administration/Personnel.

The organogram is shown on the following page.

PACT/Bangladesh ORGANOGRAM



The Deputy Director appears twice on the chart because she handles both the role of second-in-command but also serves as Director of Administration and Personnel.

Staff with major representational and policy-making roles, and direct responsibilities for judging, selecting, and negotiating support activities number 3: the Director, Deputy Director and Program Director. Job descriptions for all program-related staff are updated annually, a task most recently completed in October 1993.

Interviews with staff indicated job descriptions and the chain of command implied in the above functional organogram were more often than not, not followed in daily operations. For example, we were told by a Program Officer that she was reporting directly not only to her designated supervisor but also directly to the Deputy Director and Director, depending on what matters were before her. When one key staff person was hired, the person who was to supervise the new person, was not given the opportunity to interview the individual appointed.

PACT/Bangladesh does have a list of who is responsible for each and every activity underway at present. 95 activities are listed. Five people, including the Director, Deputy and Program Director each with 5 or so activities, and the two program officers with 41 and 36 agencies respectively. But one gets the sense that being called "responsible person" on the list for a given activity does not mean, except in the case of the three senior people, anything like full responsibility.

The Director and others on the staff indicated that most of the staff was expected to do a little bit of everything, depending on what pressing program needs were before them. For example, PIO/Ps are routinely done by Administration Supervisor; when many need to be completed simultaneously, other staff including the Director and Deputy Director often went to work on that task. One key officer was particularly vocal in criticizing PACT/Bangladesh's unsystematic internal approach to operating.

The USAID Project Manager noted that matters of some importance he discussed with the PACT/Bangladesh Director, often could not be followed up with other staff in the Directors absence, because other staff had not been appraised of the situation.

Management Style

The evaluation team found that PACT/Bangladesh, with relatively few staff through much of PRIP 1/2, had long been using an "open system" of management. Even with staff additions, PACT/B continued to tackle its work on quite a personal basis, with decisions, monitoring, activity follow-up and representation more a matter of who could react at a given time than who had been designated as responsible in the first place.

The staff, especially the Director, Deputy Director and Program Director, appear to be

working long hours and carrying heavy loads. The 1990 evaluation commented on this phenomena, and noted in the report that something should be done to relieve some work pressures. It also recommended that a senior-level Monitoring and Evaluation Coordinator be recruited, which in fact was done (the position title became Program Director). We found that this step and others have not, according to the statements of staff, relieved staff of often having to work much more than a normal work-week.

We discussed the matter of the Deputy Director also serving in the capacity of Administration/Personnel Director. The Director indicated that at present he did not view the Deputy Director position as a full-time job. We also inquired about whether it was appropriate for the Program Director, who has major responsibilities for many things including the new MIS system, to be entering basic MIS data into the computer, a very time-consuming task. The Director's first response was that much of such data entry "required interpretation" by a senior-level person.

The Director is known as an extremely hard-working person. Much of his staff appears to have been willing for some years to work as hard as he does. His responses assume the continuation of such an intensive work pattern. However, when questioned by the evaluation team about what could relieve some of the pressures and perhaps even improve the quality of work done, he allowed that the addition of an office manager and a computer data inputer could provide his two senior deputies with more time to tend to substantive program-related matters.

Many NGO staff the team interviewed noted that the Director was involved in all aspects of the PACT operation, perhaps too many things. Several of these same people observed how much they respected the drive and perseverance of the Director and the Deputy Director. That PRIP's success has depended on people willing to take just that sort of personal approach, to be out in the NGO community and working with specific SOs and N/F. But it was also said that finding a person or persons to take over an indigenized PRIP and following the same style might be difficult, and that what worked in the past might not be needed in the future.

PACT Headquarters Support of the PRIP Project

The evaluation team did not explore this topic in detail but did ask key PACT staff about support and "value added" to the operation of PACT/Washington and PACT's Regional Office in Jakarta. The Director pointed out that PRIP was one of the first projects of it kind supported by PACT, and in that sense was experimental for PACT. Many of the procedural initial difficulties owed to this. His own background, which did not include running an operation using AID resources, added to the initial confusion. He spoke of the rather brief orientation which PACT made available to him in New York. Half a day does not a full briefing make, when dealing with the detailed rules, regulations and requirements of AID. Too much, in his first busy year or so in Dhaka, was in trying to learn AID's system by doing while also trying to learn of and begin operating among the NGO community in Bangladesh.

Apparently PACT/Washington was not sufficiently aware, for one reason or another, of

the pressing needs of its Dhaka staff for help in installing systems responsive to AID requirements. We were told that support, including financial systems support, is now much improved, and that new Regional Office has a person with long experience within USAID, that should assist in avoiding further difficulties.

PACT-USAID Interaction

Coordination between PACT/Bangladesh and USAID has not always been successful. The experimental nature of the project and PACT/Bangladesh's inexperience with AID rules and regulations very early led to problems. As reflected above, the lack of sufficient orientation of the project director on financial procedures further aggravated the relationship. This peaked when a financial review was conducted in June 1990 and deficiencies in adherence to USAID policy were detected. A mid-program evaluation conducted around the same period also recommended actions be taken, mainly in shaping communications, to improve the working relationship between donor and donee. Changes in USAID program staff and a reporting system that failed to show what was happening with the project in its entirety contributed to the strain.

The requirements of the USAID system continued to be problematic for PACT/Bangladesh management particularly in the area of short training grants.

In the past year, USAID staff have focussed mainly on assuring that PACT/PRIP not repeat the sort of mistakes that were found by AID's Regional Audit staff some years ago. The USAID project manager reported that he spent up to 60% of his time on PRIP, and of this, 75 to 80 percent is on the subject of rules rather than substance.

PACT staff have felt that their relationship with USAID is not one of partnership but rather one of errant child and mentor. In a focus group session held with participation of USAID and PACT staff, PACT was grateful to hear some of USAID's impressions of the project, the value USAID gave it, where USAID was impressed with accomplishments. Such positive information and other feedback on project substance for some while had not been communicated to PACT.

2.3.2 CONCLUSIONS

Identification and Development of Activities

a. PACT/Bangladesh's early flexible approach worked in getting PRIP accepted and operational with relevant activities, upon which PRIP could build. With strategy/criteria "Finding Gaps, Identifying Opportunities" PACT/Bangladesh did pioneering work by supporting research and publications in areas where little had previously been done.

b. Refining the choice of projects evolved organically and became more directed over time; PACT/PRIP moved from doing what came up and looked for feasibility in the broad theme areas it had identified, and over time used these early activities as the basis for later grants that focussed on specific targets for PRIP 3 i.e., Support Organizations and Networks/Forums. The organic movement was characterized by a high degree of personal contact and collaboration.

Record Keeping and Documentation

c. PACT/Bangladesh staff have not maintained full records on how and why it developed projects in spite of having a system which was developed early in project life, and later refined in PRIP 3. The new MIS system will help in monitoring activities.

Responsibility for Decisions

d. The majority of the decisions were made exclusively by the PACT/Bangladesh Director and Deputy Director, except for projects over $10,000, $25,000 or $50,000, in PRIP 1, 2 and 3 phases, respectively, (which required USAID approval).

Planning and Coordination

e. In PRIP 1 and 2, PACT/Bangladesh did monthly work plans to plan and track activities. Formal Annual Work Plans submitted to and approved by USAID, however, were not a feature of PRIP 1/2 and have only been prepared with the advent of PRIP 3. The involvement of the Advisory Committee did not extend to annual planning of PRIP's program. Their involvement has diminished over the project life, to date.

f. Inter-office coordination among the relatively small PACT/Bangladesh staff was and remains generally ad hoc.

Organization

g. Internal management systems have not been sufficiently structured. Roles and responsibilities and chain of command, while spelled out in written job descriptions and an organogram, are not adhered to in day to day operations.

Management Style

f. An 'open style of management' characterized by informality has prevailed from project start-up to PRIP 3. While this may have worked the when there were fewer staff during PRIP 1, it does not support the increasing load of work. The work load has remained exceedingly high and has a demoralizing impact on staff who have complained about the high level of work that continues to be the norm.

g. The energy and hard working style of the Director has supported the growth of the project but appears to be a unique combination that may be difficult to replace.

PACT Support of the PRIP Project

h. Insufficient support was provided to the management of the PRIP project by PACT particularly on USAID rules and procedures. This contributed to the strained and often difficult relations between USAID and PACT Bangladesh throughout the project life.

PACT-USAID Interaction

i. Interaction over the last five years between PACT/Bangladesh and USAID staff has not been sufficiently collegial or substantive on a consistent basis. There is a marked contrast between the quality of PACT Bangladesh staff interaction with its own colleague agencies to that which seems to prevail when it deals with USAID.

2.4 PROJECT RESULTS

2.4.1 FINDINGS

PRIP 1/2

More than most projects that one is asked to evaluate, PRIP activities "crystallized" around what PACT/Bangladesh called "program areas, themes and sub-themes," not as a matter of following a blueprint but by engaging in a process exploring what was needed and possible. PACT Bangladesh staff has used the "learning process approach" extensively and deliberately in its work for the first four years as it established the pattern of PRIP investments. This approach has been described in David Korten's writings, and has links to the advice of Cadbury's Executive in Peter's and Waterman's book "In Search of Excellence" which was to approach some situation with the command "ready, fire, aim." The message is not to blindly shoot at anything but rather start with action, small-scale action, to innovate as activities take place, and sensitively and quickly learn from actual experience.

This was the early PACT/PRIP approach. It follows, however, that in using such an

are not a high priority. This lack of baseline information makes evaluating the early years of PACT/PRIP somewhat difficult.

The original logframe in effect from January 1989 to August 1992, stated the goal as "a more productive rural economy achieved by the rural poor, especially women, having greater access to, control of, and skills in managing productive resources and services." It outlined two purposes with corresponding End of Project Results:

Purpose 1: to build the technical and strategic capacity of PVOs in Bangladesh to more effectively use internal and external resources.

EOP 1: 20 PVOs practicing strategic planning skills which have the desired result.

Purpose 2: to support collaborative efforts (PVO/PVO, PVO/government, PVO/private sector) to achieve the above.

EOP 2: 10 collaborative efforts which have achieved the desired results.

At the end of PRIP 1/2, 237 projects had been supported that brought the project in touch with 95 Bangladesh PVOs in varying degrees. The majority of the projects were in the broad area of training: formal seminars, study tours, scholarships and in-house skills training.

In terms of reach, the PRIP 1/2 phases certainly achieved the EOP of working with at least 20 PVOs on strategic planning skill development. The effect of this work was not as easy to ascertain. Did the PACT/PRIP interventions result in PVOs practicing strategic planning skills? Team interviews with leaders or staff of 20 Dhaka-based support organizations (18 of which answered a structured questionnaire) and five NGOs in Jessore PVOs, resulted in the following observations:

a) The majority had 3 to 5 year plans or were in the process of developing such plans.

b) The majority responded easily and with clarity on their internal weaknesses and strengths and external threats they faced.

c) Fewer than 1/3 expressed had any plans on the need for financial self-reliance and progressively decreasing dependence on donor resources.

d) Almost all reported staff capability was a major concern particularly in the ranks of middle management.

e) All saw inter-NGO sharing of resources through coordination as advocating with government for better NGO policies as important to their continued growth and

development.

f) All the NGOs interviewed were connected to one or more sectoral networks and ADAB.

Overall we were impressed with the degree most respondents appeared to express themselves in strategic terms on where they are now and their hopes for the future. We did not have time to actually examine written samples of strategic plans. Nor in most cases, could we determine really whether their existing attitudes evolved as a result of a PACT/PRIP intervention. Except in six cases-- GSS, Women for Women, ILD, BARRA, ADAB Fishculture Network and Jagoroni Chakro. In these NGOs we could directly attribute PACT/PRIP intervention for their redirection of programs or organizational plans. For these NGOs, PACT/PRIP either ran Strategic Planning workshops or provided consultancy that led to the formulation of five year plans.

Our interviews also showed other dimensions of the strategic planning equation. While being able to analyze their current situation and identify environmental barriers to continued growth, few NGOs interviewed made reference to the powerful process of checking with their clients as to whether the services they offer are needed or not as a regular feature of their operations. None of this features as part of the strengths of their current operation.

Few are entrepreneurial in their thinking that perhaps their services or even organizational structure need to change in view of the possibility of diminished donor funding to Bangladesh. Most of the interviews discounted this possibility pointing to the great need of the country and its poverty. However, there are some exceptions, for example, FIVDB's success in duck raising has led them to consider creating a subsidiary. The Community Development Library has begun to sell their publications. The Centre for Development Services enters into consultancy contracts with international agencies. BRAC is setting up a bank.

We also got the impression that no matter how much cognition of strategic thought, people we interviewed had--whether from PRIP or not--NGO leaders were having difficulty in assuring that the strategy in fact was filtering down into their programs, organizational plans, services and structures.

The second purpose and EOPS in PRIP 1/2 were easier to assess.

That there is more openness to sharing of resources inter-PVO is noted by the membership of each PVO with one or the other network or learning group. The number of agencies now involved is indicative of a higher appreciation of what assets the NGO sector now hold, and are willing to share.

Fairly clear was that NGO collaboration was not a feature of the sector in 1989 when the project started. NGOs related to their donors and to regulatory units in government. There were few joint operations except during relief work. Some collaborative efforts already existed

in Land Reform, Social Forestry and Literacy. The apex body of NGOs, ADAB, had been weakened; it was being challenged by VHSS, a health NGO apex group, and by the resignation of some important members.

PACT/PRIP tackled the objective of inter-agency collaboration by supporting learning groups, which later in PRIP began to be called Networks and Forums. Please see B.2.1 for description of how PRIP worked.

By end of PRIP 1 in June 1990, seven learning groups were in various stages of growth. These were in training, gender and development, agriculture, disaster preparedness, literacy, sustainable agriculture and legal aid and the landless. By December 1990, 4 more groups had formed around environment, sericulture, craft production and election monitoring and voter education. By early February 1992 as PRIP 2 was ending, learning groups in disaster preparedness, aquaculture and financial self-reliance had been initiated.

A total of 13 learning groups were reported to have been initiated by PACT/PRIP in project phase 1/2. In October 1992, a Directory of NGO Networks in Bangladesh was published by ADAB and PACT/PRIP. There were 36 networks listed. Some were emerging. Others had been organized before PRIP, while some 30% had been supported or benefitted by seed grants of the project.

In PRIP 1/2 some increased linkages between NGOs and Government did materialize, with great drama on two occasions: the ending of the Ershad administration and when the NGO Bureau started to undermine the NGO community. On both occasions, PACT staff played helpful roles in encouraging the NGO community to take a stand, in the latter case by acting as liaison with major donors, some of which made their views known to the GOB. On more mundane matters, PACT staff also worked with ADAB staff to assist them in dealing with the NGO Bureau.

Early on, PACT/PRIP sponsored studies on Participation in Local Governance, the state of relations between the Indian Government and NGOs, NGO registration, Government-NGO relationships in agriculture, disaster preparedness interactions between government and NGOs. It should be noted that during PRIP 1/2, assistance was also offered to the NGO Bureau. This was not accepted.

PRIP 3

The logframe for phase 3 of the program narrowed the project goal to: "A sustainable NGO sector serving the development needs of the rural poor."

Project Purpose: "To improve the capacity of Support Organizations and Learning Groups to strengthen development NGOs."

EOPS:

Support Organizations and Networks/Forums strengthened so that they have the capacity to act:

--as independent sector advocates for the interest of constituents and the public, especially women
--institutionally in strategic planning, general management, financial management and financing
--programmatically for sustainable impact in selected areas of PRIP program focus, emphasizing women's issues, environment
--through the establishment of a private/commercial sector long-term funding mechanism
--through the establishment of a support organization for SOs and NFs devolved from PRIP with endowed funds.

Project Outputs:

--Increased capacity in strategic management for Support Organizations and Networks/Forums
--A network of intersectoral Learning Groups and Coalitions
--A sustainable indigenous organization to support SOs and NFs

Results - Year 1/Phase 3

15 output indicators were used for PRIP, and at USAID's direct request, PACT Bangladesh used these as the main basis of reporting on project progress.

As of this writing, Phase 3 has completed programming for only the first of three years. Yet, to date, PACT/B has already completed in one year almost half as many support transactions as it did in all four years of PRIP 1/2: 124 as compared to 237. It should be noted, however, that year 1 of Phase 3 is a transitional year; some projects supported are residual from PRIP 2.)

The 124 transactions or activities supported by PACT/PRIP in the first year of PRIP 3 have yielded the following results:

Of the 15 outputs:

--three are already beyond the numerical indicators listed in the logframe (exposure of SOs/NFs to new ideas, use of PACT/PRIP documents and setting up common services in 2 SOs/NF);

--good progress toward reaching the magnitudes of outputs listed have been the case in five areas (SO competency strategic management and financial self-reliance, formation of

learning group on financial self-reliance, specific technical training, disaster preparedness activities);

--in six areas, preparatory work is high but little progress has yet been reported (women as managers, lobbying, research, corporate philanthropy, PRIP indigenization, GOB use of NGO orientation materials).

The present indicators PACT Bangladesh is reporting against, fail to capture the high activity of PACT management in policy advocacy to improve GO/NGO relations nor the time spent in acting as a resource on the NGO sector for interested foreign donors.

More specifically, the indicators taken from the PRIP 3 Logical Framework and the status of PRIP 3 implementation are as follows:

1. At least 10 SOs with competence in strategic management over LOP
Status: Partially Achieved.

Twelve NGOs (comprising SO's and secretariats of Networks) have completed "scorecards" for strategic management devised by the Boston-based Institute for Development Studies. These NGOs were ADAB, CDS, ALRD, CAMPE, BRAC, ASA, IVS, BARRA, IVDC, PACT, CDL and BASC. Activities being undertaken include developing a curriculum for support organizations to train development NGOs in strategic management.

2. At least 10 SOs with competence in Financial Self-Reliance over LOP.

Status: Partially Achieved.

Base line data on the financial self-reliance of development NGOs was produced. Training materials and 2 courses on the subject have been completed. (See Section B.2 "Sample Project-1," for full discussion of activities related to Financial Self-Reliance.)

3. One Learning Group on Financial Self-Reliance.

Status: Partially Achieved.

A learning group on financial self-reliance formed following the ADAB-IRED seminar during PRIP 2. Numerous activities have been initiated under PRIP to sustain interest and encourage stronger bonding around the topic.

4. 20 SOs and LGs exposed to new ideas from NGO international strategic thinkers.

Status: Achieved.

Dr. Ariyaratne of the Sarvodaya movement in Shri Lanka visited in early 1993. Robert

Chambers, the British exponent of Participatory Rural Appraisal techniques addressed NGOs, particularly the newly formed PRA Forum. In addition NGO leaders from Slovenia, Zimbabwe, Bolivia, Palestine and Jamaica, interns of El Taller Foundation came to Bangladesh and held a workshop where interaction took place with senior Bangladeshi NGO managers.

5. Two common services for SOs and LGs set up.

Status: Achieved.

A financial information system has been installed at GSS to service GSS itself, and the 4 networks for which it is the secretariat. A data base has been installed at the ADAB Aquaculture Forum.

6. All SOs and LGs regularly using PACT/PRIP documents and media.

Status: Achieved.

PACT Bangladesh has a listing of 68 publications, videos and software available at their offices and through the Community Development Library's network of 300 members and community libraries in 40 sites. Sale of these publications add to the income of CDL. The CDL mailing list reaches 900 NGOs with materials in Bangla, and 200 NGOs for materials in English. The PACT/PRIP library contains 2300 well catalogued items.

7. 60 women trained as NGO managers of which 30 placed as managers in SOs and LG lead agencies.

Status: Not yet achieved.

PACT/B staff has completed some ground work to identify appropriate management training courses for women. At least 8 networks are active on womens issues in Bangladesh. PACT has been in contact with most of these. One of these, Women for Women, was helped to develop a strategic plan and has received institutional support from PACT/PRIP. PRIP reports are gender segregated. These show that women make up about 25% of the representation in PRIP training, study tours, and research implementation. PACT/PRIP has also produced material and videos related to gender issues.

8. 15 Training courses and follow-up workshops held in the field of landless, homestead agriculture, fish pond farming, credit, literacy, GOB/NGO relations.

Status: Achieved.

15 training courses and workshops have been held.

Literacy training workshops covering the planning of literacy programs, the role of media

in literacy eradication and the development of continuing education materials based on folk literature. The workshops were organized by CAMPE with PACT/PRIP support.

Three training courses on Land Reform and Mobilization of the Landless were held under the auspices of a new PACT/PRIP supported network, ALRD. On average, 21 people from 13 NGOs attended. Workshops were held on the representation of NGOs in the District and Thana Land Committees and on the Adarshagram project where 46 participants from 39 NGOs attended.

Homestead agriculture training was held with BARRA taking the lead and supported by FORAM. Two training courses on Regenerative Agriculture were held involving 22 people from 18 NGOs and 4 people from 4 NGOs, respectively. Three other training workshops were held on the subject of producing curricula Sustainable Agriculture Training. These were attended by 9 people from 7 organizations.

The ADAB Aquaculture Forum conducted 2 training courses on Rice Fish Culture and Integrated Fish Horticulture Farming. 16 organizations were involved.

Through the CARE ENCASED project, a training workshop on the credit sub-sector analysis was held. 15 NGOs attended. The Credit Development Forum held 1 workshop on Credit and Poverty Alleviation with 43 people attending; in addition CDF held 11 experience sharing meetings around the country.

9. Ten lobbying activities carried out in fields of land for landless, homestead agriculture, fish pond farming, credit, literacy.

Status: Partially achieved.

ALRD (landless), CAMPE (literacy), and CDF (credit) have indicated that policy reform and lobbying is a substantial part of their work and have reported progress in this regard.

10. 20 pieces of research carried out in fields of land for landless, homestead agriculture, fish pond farming, credit, literacy, GOB/NGO relations.

Status: Partially achieved.

Preparatory activities have been supported to lay the base for advocacy work among PACT/PRIP supported organizations. A specialized resource center on land reform has been set up in ALRD with books and research documents. A video is being produced. Pioneering work continues to be done in areas of non-traditional activities for women. Research was also commissioned under PRIP to work on literacy through CAMPE, credit through CDF and on GOB/NGO relations by PACT/Bangladesh itself.

11. Two manuals, two data bases, and two simulations in use in the field of disaster

management.

Status: Partially achieved.

Under PACT/PRIP substantial pioneering work in the field of disaster preparedness is being done. Three data bases were produced: Disaster Preparedness Information Service (DPIS), DRTS (Disaster Response Tracking Service) and DIS (Disaster Information Service). A 4-volume Disaster Management Handbook was researched and has been distributed in Bangla and English. Two more manuals on disaster preparedness have been translated, and a manual on Families and River Erosion is nearly finished. Simulation exercises will be carried out in the future following observation of techniques at the Asian Disaster Preparedness Center. With OXFAM, 2 training courses were implemented on Community Preparedness and Disaster Response.

12. One organization set up to channel corporate funds to developmental NGOs.

Status: Not yet achieved.

PACT Bangladesh is the only NGO promoting the development of corporate philanthropy in Bangladesh. Four businesspersons were sponsored to attend the Conference for Corporate Citizenship meeting in Manila. There followed agreement among the participants to see if a Bangladesh Business for Social Progress following the Philippine model of PBSP can be set up. PACT/Bangladesh staff estimates that a long process of lobbying and advocacy is needed.

13. ADAB efficiently handling resources

Status: Not yet achieved.

For purposes of this evaluation, we see resources for ADAB to be its membership, financial grants, and internal organization. During a field visit to Jessore, the evaluation team met with 10 regional NGOs which are members of ADAB. Comments during this session revealed considerable dissatisfaction with the services that ADAB is able to filter down to its members in the field. There were common complaints about ADAB being dominated by large NGOs which were not much concerned about issues of smaller NGOs operating out in the regions. Training given through ADAB's regional offices was not viewed to be of a high quality. ADAB's staffing of the regional office was seen to be limited however competent.

In interviews with donors who are part of the ADAB consortium, they expressed their continued concern over ADAB's capability to manage resources efficiently. All donors appreciate that ADAB can achieve greater competence, and most are still willing to try to help it get there. ADAB is to be evaluated by a team on behalf of the consortium late this year.

A promising development is the consolidation of the ADAB leadership. For the first time, the election of the Board of Directors was not contested by the membership. A new

Executive Director has been elected and has indicated that membership and GO relations is a top priority. As important is her acceptance of the internal weakness of the organization and actions taken to improve the situation. This includes a PACT/PRIP sponsored ZOPP exercise and an external evaluation in November 1993.

14. An indigenous entity devolved from PACT to carry out PRIP's purpose established.

Status: Not yet achieved.

In January 1992, a meeting was held between PACT/PRIP staff and a representative sample of DNGOs (including SOs) in which accomplishments in PRIP 2 and the broad ideas of its PRIP 3 plan were presented. NGO comments were noted and incorporated in the document which was submitted to USAID for approval. Subsequently when USAID had approved the project, PACT held another such meeting in January 1993 to explain the work of PRIP 3. Part of the discussion in both meetings was on the plan to indigenize PRIP during the project in a phased sequence. Legal options have been researched. A Management Assessment is planned for February 1993. (Preparations for indigenization is covered more fully in section 3 below.)

15. Five GOB Training Courses using NGO orientation materials

Status: Not yet achieved.

Courses have not yet been held. Relations with GOB continued to be strained for a time following the summer 1992 crisis when ADAB's registration was briefly rescinded by the NGO Bureau. A new Director General was installed in November 1993. The NGO Bureau deputy directors interviewed by the team were not knowledgeable about the details of PACT/PRIP activities. Annual Reports and financial audits are, however, sent by PACT/Bangladesh to the Bureau.

Conversion of Outputs to Meet Purposes

In its way, PRIP 1/2's project results did serve to meet its two Project Purposes, which happened to use a numerical indicators as EOPS--20 PVOs practicing strategic planning and 10 collaborative efforts. But the team was struck by how much else PACT Bangladesh had accomplished in its early years, that could not be easily related or covered in using the logframe as its guide for reporting, but was accomplished nonetheless.

This can best be seen if we continue discussing PRIP 3. Above we have made comments on levels of output indicator achievement. By all appearances, PRIP 3, is slightly more focussed than its predecessor phases, in terms of output indicators and is well on its way to meeting its objectives. PRIPs own breakdown of performance against indicators--much more detailed and

interviewed felt PRIP had fully met its objectives and 72% rated PACT/PRIP assistance as being extremely crucial or of great importance to their organization. Only one of the leading NGOs noted that assistance through PRIP should not be used to fund large NGOs but focus on smaller NGOs who may not have their same advantages. Most spoke favorably of Aroma Goon and Richard Holloway as being committed to the sector.

We went on to Jessore and held a focus group session with DNGOs there, and visited project sites of five agencies. Here again we picked up the thread of the burgeoning NGO community, the increasing inter-NGO, and government-NGO relationships--and the trail forged by PACT/PRIP even to that level. It is a known agency, and the agencies it has supported are linked to the multitudes of more localized, mostly middle-sized or small NGOs scattered around the countryside: ALRD, CDF, CDL, CAMPE, ILD, and the list goes on.

We traced the services of 2 SOs - CDS and CDL and found that DNGOs in Jessore were using their services in implementing programs to improve their reach and impact on the lives of the Bangladesh poor.

Base Line Information

In the early days of the project, as PACT Bangladesh established itself, the process learning approach was used to develop a feel for baseline conditions. Research on sub-themes and acquisition of existing research and publications guided the expansion of PRIPs portfolio of activities. Directories were also produced studying the range of NGO work.

With the advent of PRIP 3, the matter of collection of base line information was thoroughly considered and given priority. The question of measurement of progress was made a critical issue in redesigning PRIP 3. A functional MIS and specific inclusion of base line data retrieval were part of the PRIP 3 workplan. By the end of PRIP 3's first year, base line data was available for 12 support organizations following an IDR workshop that developed a "scorecard" for assessing support organizations.

Data on the sector and specific organizations is massed in the extensive PACT Bangladesh filing system, its comprehensive library and in the historical memory of the Director and Deputy Director. The systems to retrieve data has been spelled out in their Project Identification and Development System and can be made available from the reports from funded organizations. The learning process approach has produced good information. But these are scattered and have not been consolidated so specific learning can be examined for evaluative and program redirection.

Logical Framework Analysis

In the Scope of Work the team was asked whether appropriate goal, purpose and output level indicators have been developed and refined. The team analyzed both previous logframes used for PRIP 1 and 2 and found both deficient in important respects. Both used numerical

indicators as EOPS, numbers which were achieved earlier than expected, and which really represented magnitude of outputs, not conditions expected at the end of project to indicate the achievement of project purpose. An EOP that required a tracking of changes would have been superior, eg., 40 percent more NGOs practicing strategic planning and a doubling of collaborative efforts among NGOs.

Deficiencies in the PRIP 3 logframe are akin to those of its predecessors. PRIP 3 EOPS have no quantification. Outputs are stated as mini-purposes and magnitude of outputs is a long list of mostly numbers against activities (that have become the main things PACT/B has been asked by USAID to report on). It appears that an effort was made to include too much in the logframe, and to focus mainly on the output level as an evaluative element, rather than having outputs that describe what PACT/PRIP can most certainly turn out that, if accomplished, will achieve Project Purpose.

The team spent several hours with PACT/PRIP, PACT/Asia and PACT/Washington staff focussing on possible changes in the logframe to correct the above deficiencies.

We think a good start has been made toward developing a more straightforward and more powerful logframe against which project decision and future measurement of success can be made:

Goal: A larger and more recognized NGO sector providing supplementary, complimentary or alternative services to those otherwise available from government that meet the developmental needs of the poor.

Objectively Verifiable Indicators: NGO programs impact on 10% more of the poor in Bangladesh, and 40% increase in NGO programs with government. The team noted that baseline is known for the first and could be established for the latter.

Project Purpose: Strengthen selected SOs and NFs to sustain their institutional capacity to provide significant, important technical, managerial and advocacy services to increased numbers of Bangladeshi developmental NGOs.

EOPS: Percentage increase in numbers and percentage of NGOs involved in collaborative efforts and coalitions with other NGOs, government agencies, and the private sector.

Percentage increase in NGO ability to access a larger, more diverse and sustainable resource base.

To do this, PRIP <u>inputs</u> of funding for training, study tours, curriculum development, documentation, research and data bases, and core funding, and its own provision of technical and policy formulation assistance (re advocacy and lobbying), would be focussed on producing the following or similarly devised <u>outputs</u>:

--Supporting working coalitions in selected areas (literacy, land reform, WID, aquaculture, organic farming, credit, non-traditional women's employment, disaster preparedness);

--Reference materials and research pertaining to NGO problems;

--Development of resources from donors, business sector and NGO income generating services by NGOs. business sector funding of NGOs

2.4.2 CONCLUSIONS

a. The project has largely met its purpose objectives as stated in the approved log frames for PRIP 1/2 and 3. Particularly in the laying the groundwork for strengthening the strategic management capability of support organizations which was one of the two EOPs in PRIP 1/2 and is a major EOP in PRIP 3.

NGO leaders appear to know and express strategic views, however, they do not show reinforcing evidence that the view has taken root in their structures and services. This is noted in their discussion on plans for allocation of resources. At no point is downsizing or integration of functions or even joint program implementation with another NGO, mentioned as a feature of their future plans, except in two organizations: FIVDB and PROSHIKA MUK.

b. In PRIP 3, seven output areas have not been achieved but many are likely to be fully met as phase 3 continues.

c. Overall, PRIP has made significant progress in the formation of learning groups around themes. In this respect it has helped provide new shape to the mass of the NGO sector in Bangladesh. Evidence of this is the transition of the informal learning group into support organizations such as in CAMPE, ALRD, and FORAM

d. 25% of PACT/PRIP's grant portfolio has been channeled to ADAB. ADAB appears to be stronger today but there remains doubt among donors and NGOs alike about its capabilities. PACT/PRIP's support to ADAB has had a good effect on helping that agency stay vital in the past few years.

e. The log frame is not sufficiently well-devised to provide the basis for measurement of project accomplishments.

f. The limited base line data of the NGO sector, support organizations and networks hinders an accurate evaluation of PRIPs work and renders all assessments of their progress as subjective. Many decisions were guided by PACT/Bangladesh staff's feel about conditions prevailing in a particular area. Greater priority is to given this in PRIP 3.

3 PLANNING FOR THE FUTURE

3.1 PROGRESS IN CREATING A SUSTAINABLE ORGANIZATION

3.1.1 FINDINGS

Indigenization Strategy

The devolution of PRIP into an Bangladeshi entity was discussed extensively among PACT/B, PACT/W and USAID staff. As presently envisaged, the new PACT/PRIP, under another, better name would carry out essentially the same work as it does now. Funding would be sought from organizations other than USAID to fill the gap foreseen when USAID funding begins to decline precipitously in 1994-5, and continues to decline further each year until phasing out completely in 1998.

The challenge is formidable: USAID resources peak in this, year five, of the project at a level above $2,000,000. Levels decline in year 6 to $1,750,000, year 7 to $1,400,000, year 8 to just over $1,000,000, year 9 to $550,000, and year 10 to $72,000.
The main decline in funding comes in line items related to PRIP program. Program management funding for local operating cost also decline. Funding for personnel, however, remains steady until year 8 of the project. Whether PACT's substantial overhead funds, would cease once PRIP becomes a separate local agency remains to be negotiated. This is a substantial amount, remaining over $200,000 per year until year 9 of the project.

Arguments cited in the strategy for indigenizing were four:

--PRIP's services are valued and required by the NGO sector.

--No other organization is serving the NGO community in the same way.

--USAID can not support any project longer than 10 years.

--No outside donor would support the project of a US NGO if the governance continued to be in the U.S. and if an overhead charge was to be paid there.

The strategy the team was shown, lists ten-steps in a process on indigenizing PRIP. These include some that have already begun--discussion of the idea with PRIP's local advisory committee, approaching other donors to sell the indigenization plan, legal research on an appropriate corporate form for PRIP to be indigenized.

Other steps of the ten are already scheduled but have not begun -- educate PACT staff and the PRIP advisory committee about the possibilities and constraints of endowments, make the final decision about the corporate form, do the management assessment (scheduled for next

February) and decide on staffing requirements for the new entity.

Timing remains open concerning the other steps in the strategy -- negotiating with USAID and PACT about transition issues, putting the endowment idea on potential donors' agendas, registering a new Bangladeshi organization and transferring the governance from PACT.

Several of PRIP's Local Advisory Committee members noted that a danger in making PRIP a formal NGO is that it would likely not get NGO Bureau approval because of its unique operating style. This will have to be considered as a new legal basis and programs are decided. They further expressed their concern that PACT/Bangladesh staff had to be much more realistic about current management needs and future operating costs as indigenization proceeds. Several of the present Advisory Committee members said that, if asked, they were not definite they would want to serve on the Board of Directors because of the additional responsibilities that would entail.

Feasibility of Indigenization and Sustainability

PACT/B staff has written a brief paper titled as above. This points out the experience foreign organizations have in turning into local agencies. Some time was obviously spent by PACT staff in talking about this subject with those that have experience, CUSO which devolved into Proshika, IVS into FIVDB, and others which are in the process of becoming indigenous: SCF (UK), Radda Barnen, and Lutheran World Service which is to change RDRS to a local agency. PACT/B is also aware of the MIDAS and SMC experience of USAID.

Important points, emphasized by other agencies, included taking care to identify a committed Board, careful choice of the legal form, and making sure financing is in place before changing the entity.

The team did ask almost all persons interviewed about the idea. Generally there seemed to be consensus that indigenization would be a good move. Only two people demurred entirely. One questioned whether NGOs would really support PRIP; he added, "they'll have to think, can't we do this job?" The other full dissenter said that he was sure PRIP should stay international and remain above local politics and cross-current. This would allow it to keep playing the useful role it has staked out.

A leader of one of the most respected and largest NGOs in the country, who was essentially for the idea, did observe that if it didn't succeed "surely the same kind of functions could be picked up by various other agencies over time." Another important development leader observed that in a few more years, the form and programs of PRIP may be completely different from what it is offering today. One crucial issue that needs to be resolved is "can others do what PACT/PRIP provides". One of the respondents, a Grameen Bank official told us of plans to set up Grameen Services which will offer management development services for NGOs, including support organizations.

The reason most often cited in favor of indigenization was that the new entity would be run by Bangladeshis. Five of these people, however, added that the quality of leadership of such a program was absolutely crucial to a successful changeover.

Almost all respondents agreed that PRIP-like services are needed. Several said that it is very important that the drive to get agencies to cooperate and speak with a clear voice on policy issue as well as technical methodologies continue. But many persons also expressed concern about exactly what role an agency subsuming the programs now undertaken by PACT/PRIP would play in the future as an indigenized agency. Specifically with reference to ADAB.

The question of the duplication of services between PRIP and ADAB was pointed out on numerous occasions. One agency leader said that ideally ADAB should take over most of job now being done under PRIP. He cautioned that ADAB is not ready to do that yet. Another commented that as the move is made the key challenge is to be clear about the difference between such a new PRIP and ADAB. Donor staff interviewed were concerned about the same thing. "Whatever PRIP becomes, it must be careful not to do things that ADAB can do," observed one. Another added, "There is a potential for redundancy between ADAB and PRIP. Their roles have to be defined."

Several said the timing was important. Not too soon, not too late. One noted that in the near future, actions associated with indigenization would have high opportunity costs, and slow down PRIP activities, "which are just becoming efficient."

PACT/Bangladesh staff had already heard, when they met with NGOs to introduce PRIP 3 in January 1992, comments questioning whether indigenizing would put PRIP in competition for funds with local NGOs. Several persons we interviewed echoed that PRIP may end up a competitor for funds. One person said simply that as a local agency, PRIP would not be able to find funds to keep operating at anything like its present level. Another said that PRIP would have to start charging for services if it were to survive as an indigenous agency.

Two agency leaders pointed out the change would be quite difficult, and success was by no means assured.

PACT/Bangladesh's own paper on indigenization and sustainability concluded that both appear to be feasible. The main reasons: the kind of work done by PRIP is of interest to many donors who appreciate the value of a strong and competent NGO sector; and that the amount of funds required are realistic given the pattern of donor spending in Bangladesh on NGOs. PACT/PRIP staff is also putting much hope in the possibility of developing an endowment or trust fund as part of future operating support for the new local agency. Experts on the subject are being consulted.

Much of what we heard from PACT/B staff on the subject seemed to miss, or treat only slightly, many of the points NGO personnel or donors brought up in interviews.

We were told that a final decision on the form indigenization was to take would be decided by the end of the year. The fact that PRIP will indigenize has already been made widely known. Yet as we considered the above, and sought to answer questions about indigenization asked in the scope of work for this evaluation, we felt uncomfortable with the speed of events and the paucity of analysis that led to this point.

The questions from the Scope of Work, with comments:

Assess progress in creating a sustainable indigenous organization. To what degree has PACT accomplished, or planned for, adequate institutionalization?

--Is there an action plan for creating a sustainable indigenous PRIP?

Comment: The "action plan" described above is only two pages long, and does not seem to treat several of the most pressing subjects.

--Consider the training provided to PACT/Bangladesh staff under the project? To what degree has this benefitted the development of the indigenous institution? Have course and candidate selection been appropriate? Does it have adequate institutional and staff development plans in place and functioning?

Comment: Staff have been trained in various ways. PACT/B provided the team a list of training events for staff which provided skills in managing PRIP for the future. The longest period of past training on the list was Aroma Goon's 6-month stint at the EIL Masters Degree course Inter-cultural management. The 15 other training experiences were all short-term (21 days or less, mostly much less), and 10 of these were attended by PACT/Bangladesh staff at events offered to and attended by SO or N/F staff as part of PRIP's regular program. In the "Staff Development Strategy" provided the team, future plans for this type of staff training will continue by looking for opportunities inside Bangladesh, and where these are not available (and many PRIP themes are new ones for Bangladesh) outside the country. The Management Assessment Study in early 1994 should identify in more detail the specific skills needed.

--What strengthening has been accomplished, or is planned for, in key areas of management, program planning, finance, monitoring and evaluation, training and administration, etc.?

Comment: Sections earlier in this report covered our findings concerning many of these.

--what progress has been made, or planned for, in increasing financial sustainability? Analyze the external environment in terms of the feasibility of indigenization and sustainability, including the potential for other donors, trust funds, endowments, and the like."

Comment: we have already mentioned that some strategic considerations have been identified and thought about. PACT/Bangladesh's Director has already broached the subject of possible support in visits to eight potential donors in Europe, and has followed up or otherwise canvassed donors present in Dhaka. A well-devised concept paper/proposal had been written. A list of follow-up actions with donors has been made. Several of the donors the team interviewed, expressed interest in supporting PRIP in the future.

In the above section, Indigenization and Sustainability, we have mentioned the mixed, but generally upbeat opinions among the NGO community and donors.

3.1.2 CONCLUSIONS

Planning for the Future

a. PACT has made some progress in thinking through the subject of indigenization. But the pros and cons of making such a move have not been covered entirely, nor have the details of the future role of a new PRIP-like entity in the NGO community including alternatives at different level of funding.

b. PACT/PRIP has at least one more year, perhaps more depending on the rate it chooses to draw down the grant, of substantial USAID funding. This provides a window of time to improve its internal management, to consolidate its portfolio of activities, to establish more baseline information, do its management assessment as scheduled, to further train its staff and do appropriate research on issues concerning indigenization.

c. The arguments that support the indigenization strategy need to be validated more thoroughly with research, including market research. Not against what PACT/PRIP is presently doing, but against a number of options of what it is likely to be doing after 1998. Although logically, much of what is being done today under PRIP may be retained, this should not be assumed. Key questions are what will be the new agency's unique competence or "value added" particularly after USAID funding ends? Will the target market buy or accept these services? Will changing donor priorities provide investments?

d. PACT/PRIP has supported the development of new institutions in Bangladesh--networks and forum. PACT has used a process for doing this, a process which more often than not includes participation of many NGOs, joint decisions, the setting up of secretariats, etc. Such a process might well be used as decisions are made about the need for and form of PRIP in the future.

e. The present strategy is limited in that it does not explore other organizational options. Is indigenization the only way to sustain the project impact? Should PRIP cut its PACT ties or continue to be a channel by which North-South resources can be transferred? Or should PACT just stop, assess its gains and view its experience as one that served a particular sectoral need

at a particular time in the history of Bangladesh NGO development. Should PACT consider just parceling out the various activities being undertaken under PRIP and dissolve? Can other support organizations continue from where PACT left off. The Community Development Library can take over publications. The Center for Development Services (among many others) can provide strategic management services to support NGOs. And ADAB might take over the linking and networking function.

d. The indigenization strategy does not have a sufficient plan that thoroughly looks at projected income and expenditures or a business plan. PACT's 10-step plan focuses more on promoting or selling the idea of an indigenized PRIP. This is an important part of the plan but remains insufficient as it now stands.

4 GENERAL CONCLUSIONS AND RECOMMENDATIONS

4.1 GENERAL CONCLUSIONS

a. PRIP 1/2 was successful in establishing PACT in Bangladesh and, through the learning process approach, in identifying and beginning to support a range of activities much needed and appreciated by the NGO community. In PRIP 3, PACT Bangladesh has begun to consolidate and better focus its work but still exhibits some tendency to diffuse resources widely.

b. An important impact of PRIP has been in network building and coalitions, the existence of which is of strategic importance to the NGO sector in Bangladesh.

c. The project has succeeding in laying the necessary base to build the capacity of support organizations to be strategic in their management and growth. Much work remains to be done.

d. The small PACT Bangladesh staff has worked uncommonly hard and maintained an exceedingly high rate of productivity, a pace however that needs to be relaxed if PACT is to maintain the quality of its support to the NGO sector and also pay appropriate attention to staff development, office management, systems installation, and prepare for indigenization.

e. The measurement the impact of PRIP suffers from a paucity of well organized and previously analyzed base line information and data collected in its management information system.

f. The idea of what PACT/PRIP will become in the next few years needs to be studied more thoroughly.

4.2 RECOMMENDATIONS

Following are recommendations drawn from the specific conclusions, and the six general conclusions stated above:

a. PACT/Bangladesh should further focus and concentrate PRIP by making fewer but more strategic support arrangements within the existing theme and sub-theme areas. Within the next two years, if PRIP is unsuccessful in one or more theme areas these should be carefully assessed and perhaps dropped in order to free up resources for areas where PRIP is having greater impact. This may not apply in the area of financial self-reliance and corporate philanthropy.

Timeframe: from now through November 1995

b. PACT and USAID should revisit and revise the PRIP 3 logical framework.
Timeframe: by March 1994

c. PACT Bangladesh should intensify efforts to collect and analyze base line data.
Timeframe: ongoing from now

d. PACT Bangladesh should sponsor special impact studies or other research related to specific program areas, for example the effect of PRIP-sponsored training on the NGO community. This and others agreed upon by the Local Advisory Committee and USAID would be of interest to the NGO community, donors which may be considering support to PRIP and subsequent evaluators of the project.
Timeframe: ongoing from now

e. PACT/Bangladesh should develop a plan for PACT staff training in connection with indigenization. Consideration should be given sending staff to observe how well-managed Support Organizations/NGOs plan, handle program, financial and personnel management and monitoring and evaluation.
Timeframe: March 1994

f. PACT/Bangladesh should develop a human resource utilization plan to enhance staff capability, job satisfaction and insure the smoother functioning of the PACT/PRIP office which would include more delegation, adherence to job responsibilities, regular evaluations and team building sessions (with external facilitation).
Timeframe: March 1994

g. PACT/Bangladesh should take on two more staff--a professional office manager and an assistant in data encoding--and renegotiate the budget to make this possible.
Timeframe: March 1994

h. PACT/Bangladesh must revisit its indigenization plans, research PACT's future role, systematically study the ideas of the Bangladesh NGO community about the desirability of and the form such a new entity should take, particularly how it should relate to ADAB and other support organizations. Such research should analyze other options aside from indigenization such as phasing out PRIP and turning over its various programs and functions to other indigenous agencies. Professional advice may be desirable.
Timeframe: June 1994

i. PACT/Bangladesh and USAID should agree on a reporting format and a common vocabulary and give PACT/Bangladesh wide latitude to structure its reports in a way that it is straight forward and clear.
Timeframe: March 1994

j. PACT/Bangladesh and USAID should insure that substantive discussions take place regularly among their respective staffs. A regularly scheduled monthly meeting alternating between the PACT and USAID offices is recommended.
Timeframe: January 1994

k. USAID Bangladesh should make more frequent visits to SOs and Networks supported by PACT/PRIP and regularly attend significant forums and seminars in the NGO community.
Timeframe: starting January 1994

l. PACT/Bangladesh and PACT/Washington should renegotiate a financial plan which will slow the drawdown rate of PRIP budget to reduce pressure on PACT/B to spend money.
Timeframe: March 1994

m. PACT/Bangladesh should involve its Advisory Committee more in key programmatic decisions and those related to future plans, and consider their, and others, readiness to take on a governance role in the future.
Timeframe: February 1994

n. USAID should take the lead among Bangladesh donors and set up an endowment for PRIP, following another successful year of implementation and satisfaction with future satisfactory future plans of what PRIP is to become.
Timeframe: January 1995

ANNEX A

SCOPE OF WORK

SCOPE OF WORK
PRIVATE RURAL INITIATIVES PROJECT
INTERIM EVALUATION, SEPTEMBER 1993

1. Activity Identification

The activity to be evaluated is USAID/Bangladesh's Private Rural Initiatives Project (388-0072) implemented under Cooperative Agreement 388-0072-A-8104-07

2. Purpose of the Evaluation

The purposes of the Evaluation are to enable USAID and PACT to:

assess the progress of all phases of the project and to examine project results in relation to its goals and objectives

assess the actual and potential impact of PRIP's program on the NGO Community in Bangladesh

assess PRIP's progress in obtaining focus, concentration, and strategic program direction in the transition from its second to its third phase, and

provide the basis for and guide USAID's and PACT's decisions on future project plans and strategies.

3. Background

In 1987 USAID/Bangladesh expanded its involvement with the NGO sector in Bangladesh with a view to tapping into the sector's work in poverty alleviation, the goal of USAID's program in Bangladesh. Previously USAID's support to NGOs had been limited to conducting family planning activities using NGOs as sub-grantees.

The focus of this expanded involvement is the Private Rural Initiatives Project, PRIP, which concentrates on building institutional capacity among NGOs. Whereas funding for NGO project and program implementation was available from many sources, few donors were addressing the needs of NGOs for institutional development. To implement PRIP, USAID signed a two phase, five year (1988-93) cooperative agreement with PACT Inc. Phase 1 was scheduled to run for a year and a half through March 1990, and Phase 2 was expected to run until August 1993.

Initially PRIP's program was somewhat experimental - testing a range of program areas and activities to build NGO capacity. The goal of PRIP was to help active developmental NGOs in Bangladesh to build their technical, strategic, and management capacity to benefit the rural poor, especially women. PACT developed a number of strategic objectives, program areas and strategies to achieve this goal (see Annex A)

In 1991 USAID and PACT agreed that PRIP would achieve its planned objectives for the first phase of the project a year early - by the end of its 4th year, and that a project extension should be considered. USAID and PACT agreed to a six year extension (through August 1998) with the fifth year a transitional year. Key elements in the transition were:

> increasing focus and concentration in program areas and strategic objectives, and
>
> the creation of an indigenous, Bangladeshi organisation early in the extension, as a suitable structure for PRIP activities in the future including attracting other funding sources, and progressive reduction of USAID funding from the 7th year onwards.

The overall project design was somewhat modified to reflect lessons learnt in the early stages and the need for focus and concentration. The purpose of the project now is to improve the capacity of NGO Support Organisations and Learning groups/fora to strengthen developmental NGOs. The overall goal of the project is a sustainable NGO sector which will serve the development needs of the poor in Bangladesh. Anticipated project outputs include : increased capacity of Support Organisations and Learning Groups for strategic management: a network of inter-sectoral learning groups and coalitions: and a sustainable indigenous PRIP. To achieve these outputs, PRIP works in a number of program areas using several strategies (see Annex B)

4. Statement of Work

This evaluation will assess progress towards achieving project objectives in the first two phases and the transition year, focussing on direction and accomplishments since the project was last evaluated in 1990. It will review the current PRIP program for evidence of greater focus and concentration, and will assess PRIP's impact, actual or potential, on the NGO community.

Although it is desirable that the team view the project as a continuum, to the degree possible, it should assess the progress and results of the Phase 1 and 2 separately from those of Phase 3. In addition, the team will review the project design as reflected in the current logical framework (Annex C), and recommend refinements as appropriate. Specifically, the team will:

Review project activities in the first two phases to determine the degree to which strategic objectives, program themes, and program strategies employed contributed to achieving the goal of building the overall institutional capacities of developmental NGOs

For the current phase of the project, assess the degree to which the PRIP strategies, program areas, and services are appropriate, focussed, and likely to achieve project outputs.

Assess PRIP's criteria for identifying and selecting support organisations with which to work, and the appropriateness and calibre of the efforts undertaken to strengthen these organisations. Have PRIP's services been targetted at appropriate organisations to ensure impact on developmental NGOs? Assess the response of the NGO community to PRIP's initiatives. How have Support Organisations/Fora used PRIP's services to strengthen developmental NGOs?

Assess whether the planned outputs are likely to result in achievement of the Project's purpose and goal. Consider modifications/amplifications of outputs which may be necessary to ensure the project will have the intended purpose level results.

Review the process of focussing and concentrating PRIP's program in the current phase for maximum impact. To what degree has the project been successfully focussed?

Assess USAID's and PRIP's systems for monitoring and evaluating the project. Have appropriate goal, purpose and output level indicators been developed and refined? Are adequate systems in place and functionning to gather, monitor, and analyze information sufficient to ensure appropriate monitoring of project progress, and, ultimately, its impact? Has baseline information been collected? Are all data gender dis-aggregated?

Assess the training provided to date under the project, including: training plans or strategies with systems and criteria for identifying appropriate courses for appropriate trainees: the degree to which appropriate courses and candidates have been selected for maximum impact on Support Organisation capacity building: the extent of women's participation in training: PRIP's management of in-country and overseas training in conformity with the provisions of AID Handbook 10: the value of training follow-up, if any.

Assess the impact of the project to date. Specifically to what degree has the project contributed to: increased competency among development NGOs in strategic management: and improved training in strategic management from NGO Support organisations: increased ability of NGOs to identify key issues: increases in financial self-reliance, cost reduction, and delegation to membership organisations, increasing numbers of issue based learning groups, and greater competence in dealing with issues: use of PRIP services by development NGOs, greater technical and managerial competence by PRIP trained NGO personnel: greater participation of women professionals, managers, and beneficiaries in PRIP-assisted NGOs?

Assess the progress to date in creating a sustainable indigenous organisation. To what degree has PRIP accomplished, or planned for, adequate institutionalization?

Is there an Action Plan/Strategy for creating a sustainable, indigenous PRIP? Does it have adequate institutional and staff development plans in place and functionning? What strengthening has been accomplished, or is planned for, in key areas of management, program planning, finance, monitoring and evaluation, training, administration, etc.? What progress has been made, or planned for, in increasing financial sustainability. Consider the training provided to PRIP staff under the project. To what degree has staff training benefitted the development of the indigenous institution? Have course and candidate selection been appropriate?

Analyze the external environment in terms of the feasability of indigenization and sustainability, including

the potential for other donors, trust funds, endowments and the like.

5. Methodology

The Evaluation team shall be responsible for determining an appropriate evaluation methodology of suitable analytic rigour. USAID and PACT suggest that the approach include the following:

- Review of project documents including: Cooperative Agreement and Amendments: PRIP Mid-Term Evaluation, August 1990. PRIP informational documents: PRIP strategic plans, organisational development plans and training plans: PRIP sub-project documents: PRIP 6 month reports to USAID: "Highlights": PRIP proosal for Extension: Final Proposal for PRIP 3 & 4 : PRIP workplans.

- Interviews with PACT headquarters, USAID / Bangladesh, and PRIP staff. Advisory Committee members: PRIP Project Partners: ADAB officials: Bangladesh Government NGO Bureau Officials: staff of other NGO donor representatives.

6 Team Composition

USAID and PACT suggest a tam of two expatriates, and one Bangladeshi professional. The sum of the skills and background outlines below will be essential for conducting this evaluation. However, an otherwise strong candidate for a position who does not meet all qualifications listed for the positioon may be acceptable, as long as the missing qualification is filled by a team member proposed for another position. If appropriate, the expatriate Program Development Specialist may be named Team Leader.

Institutional Development Specialist/Team Leader: a senior expatriate with significant and substantial experience in organisational analysis and development, preferably in non-governmental organisations or support organisations similar to PRIP in developing countries. S/He should have experience in development management and administration and finance, and be familiar with sustainability issues pertinent to entities similar to PRIP. S/he should possess strong skills and experience in evaluation, and in the development and use of monitoring and evaluation systems and MIS for entities similar to PRIP. As Team

Leader s/he will have overall responsibility for managing the evaluation and for report preparation.

Program Development Specialist: a senior expatriate social scientist with substantial experience in developing, managing, and evaluating programs in one or more PRIP program areas and/or experience in Asian entities similar to PRIP. S/he should have experience in developing, conducting, and or evaluating training programs for developing country entities. Experience in NGO financing and sustainability would be an advantage.

Bangladeshi Program Specialist: A senior Bangladeshi social scientist with experience in planning, managing, and/or evaluating development programs similar to PRIP's. S/He should have experience and skills to complement those of the expatriate specialists. A background in WID, with particular reference to WID issues in Bangladesh, would be an advantage.

All team members shold have extensive experience in conducting evaluations in develpping countries. All should have excellent analytic ability and English writing skills.

7. Level of Effort

The evaluation should begin in Bangladesh on or about September 1 1993 and last five weeks. In addition the Team Leader is authorized one day in Washington, DC prior to departure for Bangladesh to meet with PACT staff, and four work days on return from Bangladesh to finalise the report. Both expatriate team members will be authorised 4 paid travel days. A six day work week is authorised.

Institutional Development Specialist	39 days
Program Development Specialist	34 days
Bangladesh Program Specialist	30 days.

8. Reporting Requirements

Report Format: The evaluation report will contain the following sections:

- Executive Summary 3-5 pages
- Statement of Findings, Conclusions, and Recommendations (Findings should be succinct, with the topic identified by a short sub-heading related to

the the areas of investigation identified in the statement of work. Recommendations should correspond to the major findings, be prioritized, and specify who or what agency should take the recommended action. Recommendations may be provided for the long and short term.

- Body of the Report: should provide the evidence and analysis to support the findings, conclusions. It should not exceed 40 pages.
- Appendices: should include at least the following:
    - the Evaluation Scope of Work
    - A description of the methodology used to obtain and analyse the information
    - selective presentations of supplementary qualitative information (if appropriate)
    - Bibliography of documents consulted
    - List of people/agencies interviewed
    - resumes of evaluation team members
- Completed sections of the AID Evaluation Summary: Section H, Evaluation Abstract" and section J "Summary of Findings, Conclusions, and Recommendations.

Submission of Report: The Evaluation Team shall submit its workplan on the third work day after the start of the evaluation in Dhaka for approval by USAID. An outline of the report shall be provided to USAID and PACT after approximately 8 working days.

Ten copies of the draft report shall be presented to USAID for its and PACT's comments prior to the Team's final debriefing and departure from Dhaka. USAID and PACT shal provide comments on the report within 10 working days of receipt of the draft document. The Team Leader will have an additional 4 work days to finalize the report in the USA. PACT will ensure that 10 copies of the final version of the report are sent to USAID by courier and an additional 40 are sent by pouch as soon as the report is finished.

Team Meeting and Debriefing: The USAID Project Officer for PRIP will arrange a briefing with appropriate USAID staff on the first day of the evaluation. The purpose of this meeting will be to brief the team on the project, its purposes, its key components, and to discuss key evaluation issues, concerns and needs. Thereafter the team will meet with the Project officer weekly to discuss progress of the evaluation.

The evaluation team will also meet with the Director of PRIP on the first day. The purpose of this meeting wil be to discuss key evaluation issues, concerns and needs, and to brief the team on PRIP.

Formal debriefings shall be conducted with USAID and with PACT management staff prior to the team's departure.

9. Logistics

PACT/PRIP will assist the team in organising the logistics of the evaluation. This includes identifying lodging, office space, computer rental, secretarial support and transportation as needed. PACT/PRIP and USAID will assist the team in scheduling interviews and appointments.

ANNEX B

RESUMES OF EVALUATORS

EDWARD A. GLAESER

35 Orange Street, 3d
Brooklyn Heights, New York 11201

Telephone: (718) 522-3875; Fax (212) 826-4657

Edward A. Glaeser is a writer and an independent consultant with extensive experience in international development, including work in government service, non-profit sector senior management and consulting. Mr. Glaeser has managed multi-million dollar budgets, multi-national operations, and multi-cultural staffs. He has been posted overseas in Ecuador, Viet Nam and Bangladesh and has done management and consulting assignments throughout Africa, Asia, Latin America and the Middle East.

KEY SKILLS

* Program Development, Management, and Evaluation
* Strategic Planning and Organizational Development
* Project Design and Implementation
* Non-profit Agency Management
* Team Leadership and Workshop Facilitation

PROFESSIONAL EXPERIENCE

Consulting Assignments (1988-1993)

Philippines/Sri Lanka: Consultant, USAID. Conducted design analyses for a new six-year Citizens Participation in Development and Democracy Project integral to USAID Sri Lanka's strategy of supporting institutions to help ensure that the benefits of economic growth are sustainable and widely shared. Included were a survey of USAID/Philippines experience in supporting corporate philanthropy and the study of the applicability of that experience in Sri Lanka; a study of institutional assistance needs of representative Sri Lankan non-profit development agencies; an assessment of the management structure and steps needed to strengthen the performance of Sri Lanka's principal NGO consortium; and a review of administrative and financial assistance provided by USAID's principal contractor. (April-June 1993)

Bangladesh: Team leader, Development Alternatives Incorporated. Organized and led a seven-person team in the implementation of an analytic review of the managerial capability, feasibility and social soundness of the USAID-CARE Integrated Food for Development project. Assignment included conducting a series of workshops for USAID, CARE and other contract staff involved in design of this new five-year project. (December 1982-March 1993)

Commonwealth of Independent States: Consultant, Citizens Network for Foreign Affairs. Worked with a team to draft successful proposals for a farmer-to-farmer initiative and a major new $44 million Food Systems Restructuring Project pairing U.S.

agribusiness firms with institutions in Russia, Ukraine and several other republics of the CIS. In October-November 1992 traveled to Russia and Ukraine to make initial implementation arrangements and have been appointed to coordinate monitoring and evaluation initiatives for the duration of these projects. (March, October, November 1992, July 1993, and continuing)

Haiti: Consultant, DATEX Inc. Completed management study for USAID and Operation Lifeline, one of AID's major PL-480, Title II Cooperating Sponsors. The study recommended ways to reorganize and augment International Lifeline's staff to enable that agency to assume an enlarged role in food programming. (September, 1992)

Guatemala: Consultant, Management Systems International. Conducted initial analysis of factors for long-term sustainability of the Institute of Nutrition of Central America and Panama (INCAP). Worked with USAID/ROCAP to design a proposal for creating an endowment for support of INCAP. (August 1992-April 1993)

Bolivia: Consultant, USAID/La Paz. Worked with Ministry of Planning and Coordination of the Government of Bolivia and USAID staff on the design of a five-year project (Technical Support for Policy Reform) which continued AID support for Bolivia's economic policy unit, established a new social sector policy analysis unit and created a new Fund for Policy Reform Support. (April-May 1992)

Caribbean and Latin America: Consultant, Management Systems International. Evaluated USAID-sponsored Natural Hazards Reduction Project of the Organization of American States (OAS) Regional Development Department in Jamaica, Trinidad, Ecuador and Costa Rica. Assessed the extent the program reduced the vulnerability of people and economic assets to natural disasters through influencing the behavior of policy-makers and technicians serving with international donors and local ministries. (September 1991-January 1992)

Nicaragua: Consultant, Management Systems International. Completed research and institutional analysis in preparation for joint Management Systems International and Development Associates, Inc. proposal for a USAID non-profit sector support project. (October 1991)

Kenya: Consultant, Management Systems International and USAID/Kenya. In partnership with a Kenyan firm, Matrix Inc., organized and facilitated workshop for 30 NGO leaders on the subject of financial and non-financial sustainability factors for non-profit agencies. Based on workshop proceedings, authored a primer on the subject for USAID/Kenya. (August-September 1991)

Sri Lanka: Consultant, USAID/Sri Lanka. Conducted management study to identify options for Mission to operate its non-profit support programs and to experiment with the use of endowment funds

within its portfolio. (July-August 1991)

United States: Consultant, New York City Department of Health and the Medical Health Resources Association. Developed and published criteria and procedures to be followed by Community Based Organizations in New York City in proposing programs for AIDS patients and their families. (June 1991)

Kenya: Team Leader of Management Systems International team conducting management and organizational development study of USAID/Kenya's non-profit agency Co-Financing Project. Analyzed the needs of Kenya's rapidly growing NGO community, the effectiveness of the project's management, and proposed streamlined administrative procedures. (February-May 1991)

Indonesia: Chief of Party, Management Systems International. Led five-person evaluation team to evaluate USAID/Indonesia's 16 year PVO Co-Financing I and II Projects, a $38 million program with 190 discrete activities in the sectors of health, environment, income generation, agriculture, vocational training and democratic pluralism. The evaluation focussed on USAID and non-profit agency successes in strengthening local-level development efforts. (September-November 1990)

Ecuador: Consultant, Management Systems International. Conducted cross-sectoral institutional analysis to identify factors of success in the medium to long-term financial viability of non-governmental organizations and foundations supported by USAID/Ecuador. (July-August 1990)

Sri Lanka: Chief of Party, evaluation of USAID/Sri Lanka non-profit support initiatives, 1979-1989. Led a six-person Management Systems International team to review Government of Sri Lanka and USAID management policies and procedures and to document performance and impact of sixty-six NGO activities. Developed a strategic Plan for the Project's continuation. (February-March 1990)

United States and Abroad: Development Consultant. Played key role in eight-month Management System International strategic planning evaluation of AID's Foreign Disaster Assistance. Reviewed over a decade of U.S. Government involvement in disaster preparedness and mitigation programs; Interviewed scientists, planners and other specialists in seven countries and the UN in Geneva; completed thirty-two case studies on prevention programs in Africa, Asia and Latin America in order to complete strategic plan for the 1990s. (April-December 1989)

United States: Consultant, United Nations Development Program (UNDP). Conducted financial analysis and headquarters evaluation of UN and Dutch-supported small business development program of a U.S. based non-profit agency (Trickle Up). (February-March 1989)

Long-term positions:

Helen Keller International, Inc. (HKI) (1981-1988)

Associate Executive Director, Helen Keller International. Administered public health, nutrition, blindness prevention, special education and child survival programs. Developed, managed and evaluated all programs. During tenure, agency portfolio expanded from annual budget of $1 million covering six countries, to over $6.5 million covering thirty countries. Supervised ten overseas Country Directors and regional representatives and twenty-five headquarters staff--planners, medical and education specialists, program support staff, controller and accountants. Coordinated Agency advisory committees. Negotiated with host country counterparts and donors concerning project design and analysis, budget and technical provisions and government agreements. Assisted fund-raising staff on presentations to major government, corporate and foundation donors. Hired personnel; managed budget and finances; coordinated strategic planning.

Foreign Service Officer, U.S. Agency for International Development (1967-1981)

United States: Development Officer, Office of Private Voluntary Cooperation (1979-1981): Played key role in building AID's central support program for U.S. and indigenous non-profit organizations. Chaired panel evaluating all requests for matching grant funds. Directly managed grants totaling $35 million annually, and support arrangements for regional and specialized agencies. Coordinated intra-agency support and provided management support for these organizations. Drafted Agency-wide guidelines for U.S. Government support for International and indigenous PVOs. Evaluated AID sponsored non-profit agencies in Asia and Latin America.

United States: Institutional Development Officer, Near East Bureau (1978-1979): Managed the design, analysis and implementation of USAID's integrated rural development programs in the Middle East. Recommended policies and strategies and designed major agriculture, water management and credit cooperative activities in Egypt and Yemen.

United States: Officer-in-Charge, Yemen/Turkey (1976-1978): Washington-based coordinator of AID activities in Yemen and Turkey. Interpreted field issues to Washington action offices and insured effective follow-up to field requests. Assisted with project design and implementation, strategic and financial planning, staff recruitment and training. Drafted and oversaw implementation of redirected USAID strategy for Yemen.

United States: Graduate Studies at Cornell University (1975-1976): Awarded opportunity to do graduate work at Cornell's Center For International Studies in order to place decade of field experience in the context of scholarly work in a range of disciplines: regional planning, political economy, sociology, communications, public administration. Major papers written on political economy of Bangladesh and water technology in Asia.

Bangladesh: Chief, Institutional Development Division, USAID/Bangladesh (1974-1975): Managed planning, implementation and evaluation of disaster relief and rehabilitation, rural development, education, participant training and NGO support programs. Directed a budget of $30 million and supervised fourteen staff. Designed and administered AID's pioneering multi-million dollar Private Voluntary Agency Co-financing Project.

Bangladesh: Program Manager, Institutional Development (1972-1974): Negotiated and implemented grants totaling $22 million for relief and rehabilitation of war-torn Bangladesh: oversaw programs designed to rebuild the country's agricultural cooperative and extension networks.

United States: Evaluation Officer, Office of the AID Administrator (1971-1972): Designed and tested Agency evaluation systems. Coordinated major reviews of Agency experience with sectoral studies and credit programs.

Vietnam: Area Development Officer (1967-1971): Held positions of increasing responsibility including rural development officer, Field Evaluator and Deputy Province Senior Advisor in charge of a 30 person advisory team.

Peace Corps Volunteer, Ecuador (1964-1966)

Served in a joint Peace Corps-Government of Ecuador school construction program, and later as office manager and cooperative training consultant in a program designed to stimulate exports of artisan products.

EDUCATION

B.A., Sociology and Political Science, University of Illinois, Urbana, Illinois, 1967.

Course work completed toward Masters of Professional Studies, Cornell University, Ithaca, New York, 1976.

Continuing student of Aesthetic Realism, 1975 to present.

Certificates: Latin America Studies, University of New Mexico,

Albuquerque, New Mexico, 1965; Asian Area Studies, Far East Training Center, University of Hawaii, Honolulu, Hawaii, 1967; Non-Fiction Writing Program, The New School for Social Research, New York, New York, 1988.

LANGUAGES

Spanish, Vietnamese, Bengali

MARCIA FERIA-MIRANDA

Development Consultant

#15 V M. Salazar St.
B.F. Homes, Quezon City
Philippines
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SUMMARY

Social development professional with 20 years experience in foundation management, disaster relief, strategic planning, social marketing and communications. Management consultant and training resource to NGOs and donor agencies on strategic planning and sustainability development. Social marketing consultant in developing multi-sectoral partnerships or networks. Consultant to corporations in developing and managing a social response agenda.

PROFESSIONAL EXPERIENCE

- **Consultant, United States Agency for International Development.** Contracted to conduct program evaluations on PVOs under the USAID Food for Peace Program with the objective of reviewing management processes and suggesting strategic changes. October 1992 to present

- **Consultant, International Training Network (Philippines) for Water and Waste Management** to undertake a market study and establish institutional options for sustainability. ITN is a joint initiative of bilateral and multilateral development agencies. It is a multi-sectoral partnership that seeks to bring together the government, NGOs and academe to take action on water supply, sanitation and waste management projects at the national and community level. February 1993 to present

- **Consultant, Philippine Petroleum Corporation** to develop a comprehensive five year community relations program for communities around the industrial site in Pillila, Rizal. January 1993 to present.

- **Training Resource for National Confederation of Cooperatives** to design an Industry Analysis and Strategizing workshop which includes design, materials preparation and actual conduct of workshop to help NATCCO develop plans that are oriented to market realities. June 1993 to present.

- **Consultant, Andres Soriano Group of Foundations** to conduct strategic planning and visioning workshops for board members of a new foundation committed to alleviate poverty among upland poverty groups and agro-forestry development. The foundation will transform the success of a project into a sustainable institution. It will build a partnership between corporate, private citizens and government officials. May 1993 to present.

- **Workshop Facilitator, Corporate Network for Disaster Response** to help core working group refine and develop appropriate organizational structures, strategic programs and near term action plans. April 1993.

- **Lecturer, Asian Disaster Preparedness Center, Bangkok, Thailand.** Lectures to senior Asian Managers on Social Marketing and Resource Mobilization. 1991 to present.

- **Researcher, Japan Development Institute, ECFA.** Researched and wrote a sector paper on Philippine *NGOs: Issues and Future Trends* to assist ECFA develop a comprehensive approach to management of disaster programs in the Philippines. March 1993.

- **Presentor, EEC-ECHO Workshop** on Efficiency, Effectiveness and Collaboration in Disaster Relief, June 1993.

- Delivered Paper entitled *Partnerships for Pinatubo* at the International Scientific Conference on Mt. Pinatubo hosted by PHILVOCS and the Department of Foreign Affairs, May 1992.

- **Managing Director, Social Development. UNICONSULT.** UNICONSULT is an engineering consultancy primarily involved in urban and municipal land development and construction services with a strong leaning to environmental engineering issues. 1991 to present.

- **Consultant, Pilipinas Shell Petroleum Corporation,** Manila, Philippines. Involved in developing and implementing a public affairs program focused on environmental values and action projects for the youth. September 1992 to January 1993.

- **Training Consultant/Facilitator** to League of Corporate Foundations, the Association of Foundations, Center for Research and Communications, Public Relations Society of the Philippines, National Confederation of Cooperatives, Rural Bankers of Davao, Red Cross and Philippine Business for Social Progress. January 1992 to present. Training Resource for

- Foundation Management and Development
- Strategic Planning and Change Management
- Social Marketing and Resource Mobilization
- Corporate Social Responsibility
- Competitive Advantage and Strategizing

- **Course Director,** *Developing a Social Response in Business.* Business and Society Courses, Philippine Business for Social Progress. Developed and implemented training course to give corporate practitioners the skills and knowledge to plan and implement corporate social responsibility programs that are responsive to present realities. June, 1992.

- **Consultant, National Commission on Role of Filipino Women** Conducted research and prepared comprehensive proposal on enabling programs for women workers in government. 1991.

- **Director, Philippine Business for Social Progress,** Manila, Philippines. July 1989 to June 1992. Planned and directed the operations of social marketing units to achieve institutional objectives. Mobilized resources from traditional and non-traditional donors, including the corporate sector, through innovative programs and approaches. These units were:

- The Social Development Resource Center which handled resource mobilization from donors, brokering, networking and management of P30 million in disaster relief projects. From 1989 to 1992, foundation resources grew from P56 million to P200 million. Significant was the diversification of donor partners to include Japan and European NGOs. Other projects included a Third World Shop which helped 70 small craft producers market their produce and an Information Center which sponsored lectures, workshops and a library.

- The Membership and Corporate Involvement Unit which worked to encourage the corporate membership of PBSP to give more for development and get involved in their own projects. Corporate funds programmed by PBSP for social projects grew from P5 million in 1989 to 15 million in 1991. Customized services for the membership were developed: Corporate Social Strategy Formulation workshops, training designs for in-house training and special fund drives i.e. Lenten Fund. Was Project Director of the Bukidnon Farm Cooperative project where laid off workers were helped to own and manage a 2,000 ha. coffee plantation. Developed a 5-course training program for corporate middle managers called "Business and Society" course. Conceptualized and secured funding for the setting up of a Center for Corporate Citizenship.

- The Institutional and Development Communications Unit which handled publicity and development of communication materials.

- Founding Member, Corporate Network for Disaster Response. Initiated the formation of a network of corporations to be more rationally involved in disaster relief.

- Founding Member, Inter-Agency Network for Disaster Response. A network of 10 NGOs involved in relief managed which includes Red Cross, PRRM, NCCP and others.

- Developed curriculum for graduate course in Social Marketing for the University of the Philippines - Los Banos, Masters in Development Management.

- **Program Coordinator, The Synergos Institute,** New York, U.S.A. November 1987 to May 1989. Coordinated program, networking and research agendas of start-up non-profit committed to promotion of social action partnerships in 11 countries in Asia, Latin America and Africa. Assisted in managing conferences, meetings in U.S. and Brazil.

- **Administrative/Program Assistant, American Express Foundation,** New York, U.S.A July 1989 to November 1987. Provided administrative support to New York City grants program and corporate philanthropic committees and Foundation Board.

- **Public Affairs Coordinator, Shell Companies in the Philippines.** November 1980 to November 1985. Managed planning and implementation of Public Affairs program for Shell Companies in the Philippines. Resulted in corporate awareness levels rising from 30% to 98% over 4 years with majority of image objectives achieved. Shell award as 1983 Employer of the Year in part due to Public Affairs managed social responsibility program. This included launching of Pilipinas Shell Foundation. Managed corporate donations program and corporate advertising program.

- **Communications Consultant** Manila. November 1979 to November 1980. Freelance consultant to social development organizations and Manila-based multilateral agencies. Produced annual reports, brochures, audio-visuals, edited books and manuscripts. Clients included: Philippine Business for Social Progress, UNICEF, UN-SWADCAP, First Farmers Human Development Foundation, Assumption Sisters, Project Compassion, National Commission on the Role of Filipino Women.

- **Development Communications Manager, Philippine Business for Social Progress** Manila, November 1976 to November 1979. Managed implementation of a development communications program using mass media and special projects to raise Foundation awareness among its corporate members and general public. Initiated publication series on corporate social responsibility and development dialogues called Talk Shops. Designed a Technical Assistance program to link business-based experts to community projects.

- **Special Services Manager, Farm Systems Development Corporation** Quezon City, January 1976 to October 1976. Managed development communications office of government corporation involved in small-scale irrigation development.

- **Account Manager, Mediators Advertising** Quezon City. May 1975 to December 1975. Managed advertising accounts for textile firm and leisure apparel including creative and media programming.

- **Account Executive, The Marketing Communications Group,** Manila. January 1973 to March 1975 Managed various advertising accounts to include Volkswagen, banks, consumer products and a government information campaign - the Mabuhay ang Pilipino Movement.

- **Feature Writer, The Manila Chronicle.** 1972

EDUCATION

M.A Asian Studies (Malaysia and Singapore)
University of the Philippines, Ongoing

Bachelor of Arts (Communications)
University of the Philippines, 1975

Special Training

Strategic Planning Workshop, Philippine Business for Social Progress, Intramuros, Manila. 1989
Participatory Research Consultative Meeting, The Synergos Institute, Rio de Janiero, Brazil, 1989
Management of Change Workshop with R. Beckhard, Tarrytown, U.S.A. 1988
Public Affairs Course, Royal Dutch Shell Group, London, U.K. 1983
Public Speaking - Speechcraft. Makati Toastmasters, Makati, 1984.
Covert Public Relations, Public Relations Society of the Philippines, Makati, Manila, 1982

7/14/93

MFM

CURRICULUM VITAE

Name	:	MIRZA NAJMUL HUDA
Father's Name	:	Late Dr. Mirza Nurul Huda
Address	:	
Date of Birth	:	
Place of Birth	:	
Nationality	:	Bangladeshi
Marital Status	:	Married with three children

EDUCATION

Institute	Course Passed	Year
St. Gregory's School, Dhaka	Matriculation	1962
Notre Dame College, Dhaka	H.S.C. (Science)	1964
Bangladesh University of Engineering & Technology, Dhaka	B.Sc. Engg. (Mech.)	1968
Institute of Business Administration, Univ. of Dhaka	M.B.A.	1970

EXPERIENCE

1.	Internship at Dhanmondi Power Station, Dhaka	:	Dec. 1966 - Jan. 1967
2.	Internship at D.I.T. Vehicle Workshop, Dhaka	:	June 1969
3.	Internship at Chittagong Steel Mills	:	Oct. 1969 - Nov. 1969
4.	Trainee at Strabag Bau AG, Cologne, Germany	:	Dec. 1970 - Apr. 1971
5.	Project Manager at Jurong Engineering Limited, Singapore	:	Dec. 1972 - Apr. 1981

EXPERIENCE (cont'd)

6.	Technical Director at Rahman Chemicals Limited, Dhaka	:	Apr. 1981 - Oct. 1983
7.	Local Consultant, Trade and Industrial Policy (TIP) Reform Programme, Planning Commission, Government of Bangladesh	:	Nov. 1983 - June 1985
8.	Project Management Officer Deputy Director (Development) Director Development Executive Director (Acting) Micro Industries Development Assistance Society (MIDAS)	: : : :	June 1985 - Oct. 1987 Nov. 1987 - Dec. 1988 Jan. 1989 - Nov. 1991 Aug. 1991 - Oct. 1991
9.	Program Manager, Resident Representative in Bangladesh, Canadian Executive Service Organization (CESO)	:	June 1988 - Nov. 1991
10.	Local Representative in Bangladesh, Netherlands Management Consultancy Programme (NMCP)	:	Feb. 1992 - to date
11.	Individual Management Consultant	:	Nov. 1991 - to date

PROFESSIONAL AFFILIATION

1. Fellow, Institution of Engineers, Bangladesh (IEB)
2. Member, American Society of Mechanical Engineers (ASME)
3. Life Member, Institute of Business Administration Alumni Association, University of Dhaka
4. Vice President, Association of ZOPP Moderators, Bangladesh

INDIVIDUAL CONSULTANT ENLISTMENT/REGISTERED/ROSTER

ADB, CIDA, Development Alternatives Inc., FAO, GTZ, IFAD, ITC, Nathan Associates, Technonet Asia, UNDP, UNHCR, UNIDO, The World Bank

TRAINING/WORKSHOP/SEMINAR

1. Plant Maintenance, Bangladesh Management Development Centre, Dhaka, June 23 - 28, 1969.

2. Introduction Course on Computers, Computerland, Dhaka, October 26 - 30, 1987.

3. Mid-term Review Meeting on the Promotion of Non-Farm Employment and Income among Rural Workers, ESCAP/ILO, Bangkok; May 6 - 8, 1987.

4. Awareness Campaign for Better Integration of Women in Economic and Social Development, ILO/Bangladesh Employers' Association, Dhaka; March 21 - 22, 1988.

5. Matchmaker VIII, Centre for the Promotion of Imports from developing countries (CBI), Rotterdam; March 5 - 23, 1990.

6. Gender Considerations in Development, The Maya Tech Corp, USAID, Dhaka; August 26 - 27, 1990.

7. Employment Promotion and Poverty Alleviation in Rural Bangladesh, ILO/DANIDA, Maijdee Court; October 8 - 11, 1990.

8. Cooperation Workshop of DCCI, CCCI, FBCCI, NASCIB, and Banglacraft, ZDH/Technonet Asia Partnership Project, Dhaka; March 13 - 14, 1991.

9. Third Asian Fund Raising Workshop, Asian Fund Raising Group, Bangalore; March 20 - 22, 1991.

10. Asia Conference, Canadian Executive Service Organization (CESO), Singapore; March 25 - 28, 1991.

11. Familiarization and Training Program, CESO, Toronto; June 10 - 17, 1991.

12. Training Needs Assessment Workshop, Women's Enterprise Management Training Outreach Program (WEMTOP), World Bank, Dhaka; October 6, 1991.

13. Planning Workshop on Project Concept Design for Setting up a Business Advisory Service, GTZ, Dhaka; July 18 - 22, 1992.

14. ZOPP (Objective-Oriented Project Planning) Advanced Course, GTZ, Dhaka; August 30 - September 4, 1992.

15. ZOPP Moderators Course, GTZ, Dhaka; October 18 - 28, 1992.

16. Second Asian Regional ZOPP Moderators Meeting, GTZ, Kathmandu; February 28 - March 5, 1993.

TRAINING/WORKSHOP/SEMINAR (Cont'd)

17. Resource Person to Managing Change Workshop, Ashoka Foundation, Calcutta; March 31 - April 4, 1993.

18. Gender Planning Methodology for Consultants in Asia, SIDA, Bangkok; June 14 - 18, 1993.

OTHERS

1. Member, Government of Bangladesh Task Force on Strategies and Role of Small and Rural Industries; December 1990 - February 1991.

2. Editorial Board Member, MIDAS NEWS, Bimonthly Newsletter circulated to over 3,000 readers in Bangladesh and abroad.

Project Experience with Jurong Engineering Limited

Engineering and construction of industrial plants including interface with customer, project execution (programming and purchasing), plant construction (workshop and field), pre-commissioning, start-up operation and maintenance. Clients included mainly large Japanese prime contractors constructing large industrial and chemical plants. Job sites were located in Singapore, West and East Malaysia, Middle East, etc.

Technical Director at Rahman Chemicals Limited

Responsible for the erection, start up, commissioning and maintenance of the country's first factory for the manufacture of starch, glucose and dextrose. The equipment were supplied by Alfa Laval of Sweden and DDS Kroyer of Denmark. The plant went into commercial operation in November 1982 and runs on continuous 24 hours basis. Raw material is indigenous (cassava, white/sweet potato).

Local Consultant with T.I.P. Project

The Trade & Industrial Policy (TIP) Reform Programme was an IDA financed project with the Bangladesh Government. It had seven units located at various ministry departments, two of which were the Project Planning & Identification Unit, located at the Planning Commission and Industrial Investment Promotion Unit located at the Investment Advisory Centre of Bangladesh (IACB), Shilpa Bhaban, Dhaka. As local consultant, I worked for both units with several resident expatriate advisors from Harvard Institute for International Development (HIID) and Arthur D. Little Inc. (ADL), both of USA. My scope of work involved identifying and promoting potential import substitution and export oriented industries, identifying enterprises that deserve BMRE, counselling, training of counterpart staff, etc. Research papers were also prepared by me on various sectors/subsectors (such as leather and leather products, footwear, textile finishing, subcontracting, engineering industries, etc.) and proposals made for BMRE in areas where upgrading of efficiency and quality are needed.

Project Management Officer at MIDAS

Specific duties and responsibilities as a Project Management Officer included review and appraisal of relevant project proposals received by MIDAS, with special reference to feasibility of the following aspects - economic, financial, commercial, technical and management. Duties also included sponsoring new ideas and formulating projects relating to PVOs, government agencies and individual entrepreneurs. Consultancy and research work in related fields (such as subsectoral studies, market research studies, socio-economic surveys, base-line surveys, impact evaluation studies, non-farm employment promotion), were also conducted.

Director Development at MIDAS

The function involved collaborating with the Executive Director in formulating, implementing and resolving overall programme management and policy issues. The work included leading a team of 25 highly professional staff engaged in development and research activities such as subsectoral studies, consultancies, information services, action research, and entrepreneurship development training. Responsibilities included preparing and reviewing annual and five year strategic business plans.

KEY ASSIGNMENTS

Title	Client	Position	Period
Management Consultancies			
1. Pre Mid-Term Evaluation	Underprivi-ledged Children's Educational Programs	Team Leader	Jun. 1993 Jul. 1993
2. Pre-Conference Workshop	ZDH - TA Partnership Programme	Workshop Moderator	Apr. 1993
3. Management Review	Saptagram Nari Swanirvar Parishad	Team Leader	Feb. 1993 Apr. 1993
4. ZOPP Planning Workshops on Electronic Goods, Mechanical and Stuffed Toys for Dhaka Chamber of Commerce and Industry	GTZ	Workshop Moderator	Jan. 1993
5. Strategic Plan for Expansion of Community Based Sales Project	Population Services International	Team Leader	Dec. 1992 Apr. 1993
6. Seminars and Workshops on Export Development	Export Dev. Project/USAID	Training Coordinator	Nov. 1992 Aug. 1993
7. Employee Compensation Package Review	Social Marketing Co.	Team Leader	Nov. 1992 Apr. 1993
8. Loan Review Mission	ADB	Small Scale Enterprise Specialist	Nov. 1992 Dec. 1992
9. Registering Saidpur Enterprises	MCC	Team Leader	Sep. 1992 May 1993
10. Evaluation of USHA's Organization, Administration, Management, Financial and Accounting Systems	SIDA	Team Leader	Jul. 1992 Dec. 1992

KEY ASSIGNMENTS (Cont'd)

Title	Client	Position	Period
Management Consultancies (Cont'd)			
11. Workshop on Informal Financing of Small Enterprises	World Bank	Coordinator	Jul. 1992 Aug. 1992
12. Employee Compensation Package Review	RDRS	Team Leader	Mar. 1992 Dec. 1992
Sub - Sectoral Studies			
1. Industrialization Strategy Study - Textile, Steel and Engineering, Small and Cottage Industries	World Bank	National Consultant	May 1993 Aug. 1993
1. Entrepreneurial Development Through Small Industry - South Asia	UNIDO	National Consultant	May 1993 Jul. 1993
1. Improved Stoves Projects in Bangladesh	ITDG	Team Leader	Aug. 1992 Nov. 1992
2. Business Sectors Analysis-Garment and Textile Sector	GTZ	Team Leader	Jul. 1992
3. Commercial Banking Practices on Small & Medium Enterprises Financing in Bangladesh	USAID	Team Leader	Sep. 1988 Nov. 1988
4. Production of Country Cheese	USAID	Study Coordinator	Sep. 1988 Jul. 1989
5. Overview of Policy Toward the Leather Industry	Planning Commission	Consultant	May 1985 Jul. 1985
6. Review of the Engineering Industries in Bangladesh	Ministry of Industries & Commerce	Consultant	Feb. 1985 Apr. 1985
7. Subcontracting Activities in the Engineering Industries in Bangladesh	Ministry of Industries & Commerce	Consultant	Dec. 1984 Jan. 1985
8. Textile Dyeing and Finishing Industry in Bangladesh	Ministry of Industries & Commerce	Consultant	Jul. 1984 Nov. 1984

KEY ASSIGNMENTS (Cont'd)

Title	Client	Position	Period
Sub - Sectoral Studies (Cont'd)			
9. Analysis of the Footwear Industry in Bangladesh	Ministry of Industries & Commerce	Consultant	Feb. 1984 Jun. 1984
10. Leather and Leather Products Industries in Bangladesh	Ministry of Industries & Commerce	Consultant	Nov. 1983 Jan. 1984
Feasibility Studies			
1. Appraisal of Village Heifer Production Project	DANIDA	Team Leader	Feb. 1993 Apr. 1993
2. Feasibility of Production & Employment Generation Activities of 12 UBCCAs	DANIDA	Team Leader	Jun. 1992 Oct. 1992
3. BMRE of Gadit Industries (Cotton) & Weather Proof Packing Material Industries	Sena Kalyan Sansgtha	Team Leader	Nov. 1989 Jan. 1991
4. Study for BMR of the Drydock & Slipway of Kumudini Welfare Trust of Bengal	Industrial Promotion and Development Co. (IPDC)	Team Leader	Oct. 1988 Dec. 1988
Action Research			
1. Advisor to Employment Employment Sector of Noakhali Rural Development Programme-II	DANIDA	Programme Director	Jul. 1988 Nov. 1991
Market Studies			
1. Study on Agro-Chemicals & Industrial Chemicals Market in Banglndesh	Shell Company of Bangladesh Ltd.	Survey Manager	Dec. 1986 Mar. 1987
2. Pilot Study on Saturation of Markets for Traditional Goods and Services	USAID	Coordinator	Sep. 1986 Feb. 1987
3. Market Study & Identification of fast moving Components of Bicycle & Cycle Rickshaw	Karnaphuli	Industrial Management Specialist	Jul. 1986 Dec. 1987

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KEY ASSIGNMENTS (Cont'd)

Title	Client	Position	Period
Market Studies (Cont'd)			
4. Products Produced Under Women's Programmes at Sarsha Upazila, Jessore	CIDA	Advisor	Sep. 1985 Jul. 1986
Socio-Economic Studies			
1. Role of Small Business Membership Organisations in Small Enterprise Development	Durham University Business School	Local Researcher	Mar. 1993 Jun. 1993
2. Needs Assessment of Assistance to Affected Bangladeshi Villages	UNHCR	Team Leader	Sep. 1992 Nov. 1992
3. Geographical Expansion of Small Enterprises Development Project of Bangladesh Bank/ NORAD	Interchain Project Consultants	Team Leader	Jan. 1992 Apr. 1992
4. Study on Exploring the Possibility of Bangla-Holland Metal Project	The Royal Netherlands Embassy	Advisor	Mar. 1991 Jun. 1991
5. Strategies and Role of Small and Rural Industries	Planning Commission	Member, GOB Task Force	Dec. 1990 Feb. 1991
6. Survey on Chambers and Associations Related to Small Scale Business	ZDH/Technonet Asia	Team Leader	Jul. 1990 Oct. 1990
7. Financial Viability Study of 5 UCCAs (Upazila Central Cooperative Associations)	Bangladesh Rural Dev. Board (BRDB)	Team Leader	May 1990 Jan. 1991
8. Analysis of Baseline Data under the Integrated Development of Rural Women and Children through Cooperative Project	UNICEF/BRDB	Team Leader	Mar. 1989 Aug. 1989

KEY ASSIGNMENTS (Cont'd) 1(

Title	Client	Position	Period
Socio-Economic Studies (Cont'd)			
10. Non-Farm Employment Promotion Project in Rural Bangladesh	ESCAP/ILO	Team Leader	Nov. 1988 Jul. 1991
11. Technical Assistance to Selected UCCAs to Achieve Autonomy	World Bank/ RMB	Team Leader	Aug. 1988 Jan. 1989
12. Study on Assisting Selected UCCAs to Achieve Autonomy	World Bank/ RMB	Team Leader	Mar. 1988 May 1989
13. Situational Analysis Study of Patuakhali and Barguna Districts	DANIDA	Team Leader	Feb. 1988 Oct. 1988
14. Baseline Data Analysis	UNICEF/BRDB	Study Advisor	Apr. 1987 Jun. 1987
15. Assessment of Various MCH/ FP Kits Supplied by UNFPA to the Family Planning Programme in Bangladesh	UNFPA	Team Leader	Feb. 1987 Mar. 1990

ANNEX C

LIST OF INTERVIEWS

LIST OF INTERVIEWS

A. DHAKA SUPPORT ORGANIZATIONS

Organisation	Persons
1. ADAB	Ms. Khushi Kabir Chairperson
	Ms. Rasheda K. Chaudhury Executive Director
	Mr. Francisco Noble ADAB Fishculture Forum
2. Bangladesh Nari Pragati Sangha (BNSP)	Ms. Rokeya Kabir Executive Director
3. Association for Land Reform and Development (ALRD)	Mr. Shamsul Huda Executive Director
4. Bangladesh Rural Reconstruction Association (BARRA)	Mr. F.M. Anwar Hossain Coordinator
5. Credit Development Forum	Mr. Sukendra Kumar Sarker Convenor
6. Community Development Library (CDL)	Mr. Md. Harun-Ur-Rashid Director
	Mr. Ranjan Karmaker Coordinator
	Mr. Selim Reza Program Associate
7. Gonoshahajjo Sangstha (GSS)	Mr. F.R. Mahmood Hasan Executive Director
8. Women for Women Board	Ms. Khaleda Salauhddin Ms. Roushan Jahan Ms. Najma Chowdhury Ms. Rasheda K. Chaudhury
9. Grameen Bank	Dr. Mohammad Yunus Managing Director

Organisation	Persons
10. Campaign for Popular Education (CAMPE)	Mr. Abdullah Al-Muti Sharafuddin Director Mr. M. Habibur Rahman Director
11. Friends in Village Development Bangladesh (FIVDB)	Ms. Zahin Ahmed Executive Director
12. Proshika Manobik Unnayan Kendra (PMUK)	Mr. Quazi Faruque Ahmed Executive Director Mr. Mahbubul Karim (Former Director, ADAB) Director (Programme), PMUK
13. Integrated Village Development Centre (IVDC)	Mr. Syed Ashique Mahmood Executive Director
14. Institute for Law and Development (ILD)	Ms. Sigma Huda Founder
15. Centre for Development Services (CDS)	Mr. Rafiquddin Ahmed
16. Voluntary Health Services Society (VHSS)	Dr. Nasir Uddin Executive Director
17. Kumudini Welfare Trust	Ms. Joya Pati
18. Bangladesh Disaster Preparedness Centre (BDPC)	Mr. M. Saidur Rahman
19. CARE	Ms. Anne Ritchie Sector Advisor Small Enterprise Development
20. Bangladesh Rural Advancement Committee (BRAC)	Mr. F.H. Abed Executive Director

Organisation	Persons
JESSORE REGIONAL SUPPORT ORGANIZATIONS	
21. ADAB Jessore Chapter	Mr. Mosabber Hossain
22. Banchte Shekha	Ms. Angela Gomes Director
23. Shishu Niloy	Ms. Nasima Begum Director
	Ms. Hosnara Khandker Project Manager
24. Jagarani Chakra	Mr. Abdur Rob Deputy Director
25. Bul-bul Samaj Kallyan Sangstha	Ms. Shahida Begum Director
26. Gramin Unnayan Sangstha	Mr. M. Mahbubul Ashraf Executive Director
27. Gono Zagoron Kendro	Mr. S. I. Khan Executive Director
28. Agragati	Mr. M. Ismail Hossain Director
29. Gono Gobeshona O Unnayan Foundation (GOUF)	Mr. M. Zakaria Executive Director
30. Seba Samaj Kalyan Sangstha (SSKS)	Mr. S.M. Korban Ali Director
31. Panjia Jubo Samaj Kalyan Samity	Mr. M. Babur Ali Goldar Director
32. Manob Seba Sangstha	Dr. Luthfor Rahman Director
33. Bharat Bhaina Adarsha Dishari Sangha	Mr. Matiur Rahman General Secretary
34. Shingher Khajura Bastohara Samaj Kalyan Samity (SIBAS)	Mr. Jagobondhu Biswas Director
35. Barinagar Samaj Kalyan Sangstha	Ms. Suriya Khanum Director

Organisation	Persons
36. Samaj Unnyan Prochesta	Mr. Rezaul Karim President
37. Development Partner	Mr. M. Matiur Rahman General Secretary
DONORS	
38. OXFAM	Mr. Mark Goldring Country Representative
39. Swiss Development Cooperation	Dr. Peter Arnold Counsellor
	Mr. S.A. Karim
40. The Ford Foundation	Mr. Raymond C. Offenheiser Representative
	Mr. David Chiel Program Officer
41. Canadian High Commission	Mr. Brian Proskurniak First Secretary-Development
42. PRIP Advisory Committee	M Tahrunnesa Abdullah Mr. K.F. Rahman Ms. Najma Chowdhury Mr. Azizul Haq Father Timm Ms. Jowshanara Rahman
43. SPARK Ltd.	Mr. Iftekharul Alam Chairman
43. USAID/Dhaka	Mr. Gary Robbins Assistant Program Officer
	Ms. Raka Rashid WID Coordinator
	Ms. Jan Radcliffe King Evaluation Officer
	Dr. Ross Bigelow
	Mr. Frank Young Deputy Director

Organisation	Persons
	Mr. Richard Brown
	Mr. Rabiul
44. PACT/Washington	Ms. Bindu Sharma Regional Director for Asia
45. PACT/Jakarta	Ms. Andra Corrothers Regional Director for Asia
NGO AFFAIRS BUREAU	
50.	Mr. Nazrul Islam Director, Project-1
	Mr. Nazrul Islam Director, Project-2

ANNEX D

BIBLIOGRAPHY

Bibliography

1. Evaluation of PRIP 1 by Harry Blair et al.
2. List of Projects of PRIP 1/2 until Aug 92 disaggregated by strategy, program area and service
3. Six Month reports
   - 3.1. Ist 6 month Report: Jan-Jun 89
   - 3.2. 2nd 6 month Report: July - December 89
   - 3.3. 3rd 6 month report: Jan. - June 1990
   - 3.4. 4th 6 month report: July - December 90
   - 3.5. 5th 8 month report: Jan. - Aug. 91
   - 3.6. 6th 6 month report: Sept. 91 - February 92
   - 3.7. 7th 6 month report: Mar. 92 - Sept. 92
   - 3.8. 8th 6 month report: Oct. 92 - Mar 93
   - 3.9. 9th 6 month report: Apr. 93 - Sept 93
4. USAID Internal report of the project at Sept 92.
5. Amendment 7 to the Cooperative Agreement (incorporating the PACT's PRIP 3/4 Proposal which includes the Log Frame))
6. Introducing PRIP 3 (notes from a meeting to introduce PRIP 3 to partners)
7. Directory of Support Organisations
8. Directory of Networks
9. USAID agreed Workplan for Year 5
10. Provisional Workplan for Year 6
11. Program Manual
12. MIS Manual
13. Sample of MIS print out of a project
14. PRIP Internal Workplan for Mar 93
15. Training Strategy
16. Evaluation of Foreign Training - 1992
17. List of Foreign/Local Training carried out in PRIP 3
18. Copy of PRIP Letter to USAID re PIO/Ps
19. Copy of Jose Garzon's letter to USAID re PIO/Ps
20. Organisational Effectiveness Guides (SOs, N/Fs, and DNGOs) (outcome of IDR training courses)
21. Consulting with each other (outcome of IDR training course)
22. Indigenization Strategy
23. Report on Indigenization Options by Fida Kamal
24. TORs for Sun System installation in PRIP
25. Feasability of Indigenization and Sustainability
26. Staff Development Strategy and list of Staff development events to date
27. Proposal to fund PRIP's work

28. Fund Raising Trip Report in Europe.
29. Highlights
30. PRIP 2 Brochure and Overview
31. Comments on USAID working relationship
32. List of Interviews
33. List of Transactions for each organisation interviewed
34. Decision making Flow Chart
35. Reject Analysis
36 Declined proposals
37. Pro-active Choice in PRIP 3
38. Differences from other donors
39 Success Stories and Cautionary Tales
    a. CAMPE
    b. ALRD
    c. BURO
    d. FORAM
40. Process Documentation
    a. CAMPE
    b. WfW
    c. VHSS
41. PRIP1/2 and PRIP 3 - List of Transactions - Acronyms, Full Names, Identificatin as SOs and N/Fs.
42. Proposal and CA for PRIP 1/2 including Log Frame.
43. Non-Federal Audit of PACT Bangladesh 1992 by Regional Inspector General/Asia
44. An Assessment of the Role and Impact of NGOs in Bangladesh - Oct 92 - IDSS and Asian Development Bank

ANNEX E

STATISTICS ABOUT PRIP

Some Statistics about PRIP (Oct 93)

PRIP is a continuing and evolving project. A significant change occurred in Sept 92, after 4 years of its work as PRIP 1/2, when it agreed an extension with USAID for a further six years based on a proposal with a modified Log Frame. This was driven by the need to focus and concentrate, and to modify the program areas, themes and strategies. September 92 therefore became the start of the first year of PRIP 3, with the expectation that in September 95 it would become PRIP 4.

A snapshot is somewhat artificial because projects continue over time, but it is useful to try and produce a snapshot, realizing its limitations. In order to provide a snapshot of where PRIP is at October 1 1993, after one year of PRIP 3 we need, therefore, to look at its antecedents in PRIP 1/2, and its progress in the first transitional year of PRIP 3.

The tools at hand are the records of projects. Projects can be anything from a two week contract to run a training course to a two year grant agreement to pay for core costs of a Support Organisation. A snap shot at any one point of projects will show a mixture of programmatic activities. Since this is true at any point, however, it is the tool we will use.

PRIP keeps records on Project Holders, Projects, Project Type and Numbers, and amount of Project Funds. Since PRIP 3, it keeps substantially more information in an MIS data base , but this is not available in PRIP 1/2.

It can quickly provide information over the length of PRIP as a whole about who was funded to do what with how much funds in what period.

These records, however, show to whom funds were given by grant or contract. The recipients of a grant or contract may be a commercial firm, a training institute, or an off-shore institution. These records do not show, without substantial further research, which NGOs benefitted from PRIP's services, or how often they benefitted, or how this has changed over time (particularly comparing PRIP 1/2 and PRIP 3)

PRIP has therefore gone to its files and re-worked its data to show what organisations benefitted from PRIP's services in PRIP 1/2, and in PRIP 3, how many of them were SOs and N/Fs, and what estimate we can make of the number of DNGOs which have been helped by those SOs and NFs.

The following statistics reflect this recent research:

PRIP 1/2

1. At the end of PRIP 1/2 PRIP had benefitted 95 organisations with 290 projects.

   Of these 95, two were categories which did not reflect locally operating DNGOs, and have been cut out, leaving 93. These were "Donors", and "the NGO Sector". The latter reflected publications from PRIP distributed to 900 NGOs (if in Bangla) and 200 NGOs and Donors (if in English)

2. Of these 93, 28 (or 29%) were SOs or N/Fs, and the balance, 65, were implementing organisations

3. If we estimate that each SO or N/F in turn benefits 30 smaller DNGOs, we can estimate the number of DNGO benefits at 65 + (28 x 30) = 868

Transition

1. In the transition from PRIP 1/2 to PRIP 3, 51 out of the 93 organisations were no longer offered benefits from PRIP as part of the concentrating and focussing exercise, and this reduced to 42 those organisations receiving benefits from PRIP.

2. Of these 51 who were no longer serviced by PRIP, 5 were SOs or N/Fs. PRIP decided to work with them no longer for a variety of reasons (they did not want to work with PRIP, their work had been amalgamated into other SOs, their work was no longer part of PRIP's program areas)

PRIP 3

1. At the end of PRIP 3 PRIP had benefitted 65 organisations with 106 projects.

   Of these 65, two had already been cut out because they did not reflect locally operating organisations ("Donors" and "The NGO Sector"). To these was added 1 more ("the NGO Bureau") which reduced the total of locally operating organisations to 64

   This figure represents PRIP 3 providing services to 23 more organisations who were not in PRIP 1/2, bringing its total up from 42 to 65.

2. Of these 64, 37 (or 58%) were SOs and N/Fs

3. Moreover 3 more organisations which were previously implementing organisations became SOs and NFs (CARE, GSS, RDRS) and thus PRIP 3 to date has provided services to 65 organisations of which 40 (or 62%) are SOs or N/Fs, and the balance of 25 are implementing organisations

5. If we estimate that each SO or N/F in turn benefits 30 smaller DNGOs, we can estimate the number of DNGO benefits at 25 = (40 x 30) = 1225

In Sum

a. PRIP 1/2 has directly benefitted 95 organisations of which 28 (or 29%) were SOs and N/Fs
b. It can be estimated that PRIP 1/2 has indirectly benefitted an estimated 868 DNGOs via the SOs and N/Fs
c. PRIP 3, on the other hand, has to date directly benefitted 65 organisations of which 41 (or 63%) were SOs and N/Fs
d. It can be estimated that PRIP 3 has indirectly benefitted 1225 DNGOs via these SOs and NFs
e. PRIP 3 to date is now directly working with 68% of the numbers of organisations that it worked with in PRIP 1/2, but, within those, is working with 31% more SOs and NFs.
f. It can be estimated that PRIP 3 to date is indirectly affecting 41% more DNGOs through its work with SOs and N/Fs

For a diagrammatic version of this, please see the following Table 1

Table 1

Category	PRIP 1/2 1 Orgs	2 SO/NF	3 %	4 DNGOs	PRIP 3 1 Orgs	2 SO/NF	3 %	4 DNGOs
PRIP 1/2								
Benefitting	95	28	29%					
Minus 2	- 2							
Sub-Total	93	28	30%					
DNGOs				868				
Transition								
Cutting out	51	5						
Sub-Total	42	23						
PRIP 3								
Benefitting					42	23		
Minus 1					- 1			
Sub-Total					41	23		
Adding					24	15		
Sub Total					65	38		
Changing into SOs/NFs						+ 3		
Sub Total					65	41	63%	
DNGOs								1225

Appendices

1. List of Acronyms, Full Names, Identification as Support Organisations, Identification as Networks/Fora, Number of Times affected by PRIP 1/2 Projects, and by PRIP 3 Projects.

2. List of numbers of benefits per organisation in PRIP 1/2 and PRIP 3 with notes on SOs and N/Fs (extract from new research)

PRIP 1/2 and PRIP 3

List of Acronyms, Full Names, Identification as Support Organisations, Identification as Networks/Fora, Number of Times affected by PRIP 1/2 Projects, and by PRIP 3 Projects.

Acronym	Full name	PRIP 1/2	SO	N	PRIP 3	SO	N
A							
ADAB	Association of Devpt. Agencies of Bangladesh	36	•	•	23	•	•
ADAB FISH	ADAB Aquaculture Forum	4	•	•	5	•	•
ASA	Association for Social Advancement	6			0	•	
ALOSH	Aloshika	2			0		
ALRD	Association for Land Reform and Development	2	•	•	4	•	•
ASBE	Association for School Based Education	1			0		
ASUK	Akota Samaj Unnayan Kendra	1			0		
ACD	Association for Community Development	1			1		
AOSK	Ain o Salish Kendro	0			1		
B							
BRAC	Bangladesh Rural Advancement Committee	14	•		7	•	
BARRA	Bangladesh Assoc. of Rural Reconstruction Alumni	6	•		3	•	
BURO	Bangladesh Unemployed Rehabilitation Organisation	7			0		
BURO/T	Buro Tangail	4			1		
BAWPA	Bangladesh Agricultural Workers & Peasants Assoc.	4			1		
BBS	Bangladesh Bumiheen Samity	3			0		
BIDS	Bangladesh Institute for Development Services	3			0		
BACE	Bangladesh Association for Community Education	3			0		
BKS	Bikolpo Kormo Sangstha	1			0		
BRCS	Bangladesh Red Crescent Society	1			0		
BPWI	Bangladesh Peasant and Workers Institute	1			0		
BWHC	Bangladesh Womons Health Coalition	1			0		
BMP	Bangladesh Mchila parishad	1			0		
BDF	Bangladesh Dristiheen Foundation	1			0		
BHRC	Bangladesh Human Rights Coalition	1			0		
BUK	Bikalpa Unnayan Karmasuchi	1			0		
BVS	Bands for Voluntasry Services	1			0		
BNPS	Bangladesh Nari Progoti Sangstha	0			4		
BNELC	BNELC (Danish Lutheran)	0			1		
BDS	Barisal Development Society	0			1	•	
BCAS	Bangladesh Centre for Advanced Studies	0			2		
BELA	Bangladesh Environmental Lawyers Association	0			2	•	
BDevPC	Bangladesh Development Partners Centre	0			5	•	
BDisPC	Bangladesh Disaster Preparedness Centre	0			2	•	
C							
CARE	CARE	7			4	•	
CCDB	Christian Commission for Devpt.in Bangladesh	4			2		
CCHRB	Coord. Committee for Human Rights in Bangladesh	4	•		0		
CAMPE	Campaign for Popular Education	3	•	•	8	•	•

Acronym	Full name	PRIP 1/2	SO	N	PRIP 3	SO	N
CWFP	Concerned Women for Family Planning	2			2		
CCULB	Council of Credit Union League of Bangladesh	1			0		
CFDS	Centre for Sustainable Devpt.	1			0		
CARITAS	CARITAS	5	•		3	•	
CDS	Centre for Development Services	18	•		7	•	
CMES	Centre for Mass Education in Science	1			2		
CDL	Community Development Library	3	•		11	•	
CDA	Community Development Association	1			0		
CESR	Centre for Environment Studies & Research	0			2		
CDF	Credit Development Forum	0			5	•	•
D							
DUS	Dwip Unnayan Sangsh'a	2			0		
Donors	Donors (Members of LCG Sub-Committee on NGOs)	2			6		
DEKOS	Desh Kallyan Sangstha	1			0		
DAM	Dhaka Ahsania Mission	4	•		0		
DSC	Development Service Centre	4	•		0		
E							
F							
FIVDB	Friends in Village Development in Bangladesh	10	•		5	•	
FEJ	Forum of Environmental Journalists	0			2	•	
FSRF	Financial Self-Reliance Forum	0			3	•	
FORAM	Forum for Regenerative Agriculture Movement	6		•	3		•
G							
GSS	Gono Shahajjo Sangstha	6			5	•	•
GK	Gonoshastaya Kendro	5			0	•	
GUP	Gono Unnayan Prochesta	3			3		
GB	Grameen Bank	1			1		
GUK	Gono Unnayan Kendra	0			1		
H							
HKI	Helen Keller International	3			0		
I							
IVS	International Voluntary Service	9	•		4	•	
IVDC	Integrated Village Development Services	13	•		5	•	
IDEAS	Ideas International	2	•		0		
ILD	Institute for Law and Development	0			2	•	
IUBAT	International University for Bus., Agric. & Tech	0			1	•	
J							
JC	Jagoroni Chakro	1	•		1	•	
JCCIP		1			0		
K							
KUM	Kumudini Welfare Trust	1			2		
L							
LMEAG	Like Minded Environment Activists Group	0			1		•
M							
MCC	Mennonite Christian Committee	5			0		

Acronym	Full name	PRIP 1/2	SO	N	PRIP 3	SO	N
MIDAS	Micro-industry Development Assistance Society	3	•		4	•	
MASS	Manikgonj Association for Social Service	2			0		
MAWTS	Mirpur Agriculture Workshop & Training Services	2			0		
Mouchak	Mouchak	1			0		
MSS	Manobik Shahajjo Sangshta	1			0		
MUK		1			0		
N							
NK	Nijera Kori	2			0		
NM	Nari Moitree	1			0		
NGO SECT	NGO Sector (i.e. 900 NGOs on distribution list for publications)	63			38		
NFENGO		0			2		
NGOAB	NGO Affairs Bureau	0			2		
O							
OXFAM	OXFAM	0			1		
P							
PRISM	PRISM	1			0		
PMUK	Proshika Manobik Unnayan Kendro	18	•		6	•	
POUSH	Polli Unnayan Sangstha	4			0		
PCOM	Proshika Comilla	5			1		
PRIP	Private Rural Initiativres Program	76	•		50	•	
PKSF	Polli Kormo Shahayak Foundation	1			1		
PRAF	PRA Forum	0			1		•
PVF	Participatory Video Forum	0			1		•
Q							
R							
RDRS	Rangpur Dinajpur Rural Services	13			4	•	
S							
SLARTC	Socio-Legal Aid, Research &Training Centre (Ind)	6			0		
SCF(USA)	Save the Children Fund - USA	3			0		
SUS	Samaj Unnayan Sangstha	2			0		
SNSP	Saptagram Nari Progoti Sangstha	2			0		
SOJAG	SOJAG	1			0		
SAP	South Asia Partnership	1			2		
SI	Social Institute	4			0		
SB	Swarnivar Bangladesh	5			0		
T							
TARD	Training Assistance in Rural Development	14	•		1	•	
TDS	Terre Des Hommes	1			0		
U							
UST	Unnayan Shahojoggi Team	4			3		
USHA	Unity for Social Human Assistance	6	•		0	•	
UDDOG	UDDOG	2			0		
UTTARAN	Uttaran	1	•		1	•	
V							
VERC	Village Educational Resource Centre	11	•		5	•	

Acronym	Full name	PRIP 1/2	SO	N	PRIP 3	SO	N
VHSS	Voluntary health Services Society	7	•		1	•	
VVTC	Village Vocational Training Centre	0			1		
W							
WIF	Worldview International Foundation	9	•		1	•	
WATSAN	NGO Forum for Water and sanitation	1	•	•	1	•	•
WV	World Vision	2			0		
WfW	Women for Women	0			3	•	
X							
Y							
YMCA	Young Mens Christian Association	2			0		
Z							
ZOU	ZOPP Coordination Unit	0			1	•	

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
	PRIP	BBS	GK	S/B	VERC	BURO	CDS	IVS	UST	NFE NGO	TARD	ADAB	MOUCH AK	BKS	RDRS	SOCIAL INST.	JCCIP	GSS
	PRIP 1/2																	
Total no of benefits per organization	76	3	5	5	11	7	18	9	4	0	15	36	1	1	13	4	1	6
Support Organizations	SO		SO		SO		SO	SO			SO	SO						
Networks												N						
	PRIP 3																	
Total no of benefits per organization	50	0	0	0	5	0	7	4	3	2	1	23	0	0	4	0	0	5
Support Organizations	SO		SO		SO		SO	SO			SO	SO			SO			SO
Networks												N						N

19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41
CCDB	PMUK	WV	SUS	MASS	DSC	YMCA	SOJAG	NGO	MCC	BIDS	FIVDB	P.COM	BACE	GUP	BRCS	ASA	CARITAS	CARE	BRAC	DAM	ALOSHIKA	UDDOG
								SECTOR														
4	18	2	2	2	4	2	1	63	5	3	10	5	3	3	1	6	5	7	14	4	2	2
	SO				SO						SO						SO		SO	SO		
2	6	0	0	0	0	0	0	38	0	0	5	1	0	3	0	0	3	4	7	0	0	0
	SO										SO					SO	SO	SO	SO	SO		

42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64
WIF	USHA	SLAR	SAP	DUS	TDS	IDEAS	SNSP	ASBE	ALRD	FORAM	BWHC	MSS	MIDAS	KUMU	CWFP	BVS	ADAB	FEJ	MAWTS	BARRA	NK	JC
		TC												DINI			FISH					
9	6	6	1	2	1	2	2	1	2	6	1	1	3	1	2		4	0	2	6	2	1
SO	SO	SO	SO			SO			SO				SO				SO			SO		SO
	N	N							N	N							N					
1.	0	0	2	0	0	0	0	0	4	3	0	0	4	2	2	0	5	2	0	3	0	1
SO	SO	SO	SO			SO			SO				SO				SO			SO		SO
	N	N							N	N							N					

5	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87
DC	CAMPE	MUK	VHSS	BURO	HKI	DONO	GB	POUSH	CCHRB	BMP	PKSF	SCF-	WATS	CCULB	BAWPA	PRISM	CMES	CDL	CFDS	UTTA	CESR	BPWI
				TANG.		RS						USA	AN							RAN		
3	[redacted]3	1	7	4	3	2	1	4	4	1	1	3	1	1	4	1	1	3	1	1	0	1
O	SO		SO						SO		5		SO					SO		SO		
	N		N						N				N					N				
	5	0	1	1	0	6	1	0	0	0	1	0	1	0	1	0	2	11	0	1	2	0
O	SO		SO										SO					SO		SO		
	N		N										N					N				

88	89	90	91	92	93	94	95	96	97	98	99	100	101	102	103	104	105	106	107	108	109	110
DEKOS	ASUK	BDF	SDC	OF	CDA	BHRC	NM	ACD	BUK	AF	LMEAG	BCAS	OXFAM	GUK	BELA	FSRF	NGO	BDev	WFW	BDis	CDF	PVF
																	AB	PC		PC		
1	1	1	1	1	2	1	1	1	1	1	0	0	0	0	0	0	0	0	0	0	0	0
0	0	0	0	0	0	0	0	1	0	0	4	2	2	2	2	3	2	5	3	2	5	1
																		SO	SO	SO		
											N				N	N					N	N

111	112	113	114	115	116	117	118	119
AOSK	IUBAT	PRA	BNELC	BNPS	VVTC	ILD	BDS	ZCU
		FORUM						
0	0	0	0	0	0	0	0	0
1	1	1	1	4	1	2	1	1
	SO					SO	SO	SO
		N						

ANNEX F

PROCESS DOCUMENTATION ON DECISION-MAKING

PRIP Evaluation Oct 1993

Process Documentation of Decision Making on Projects

CAMPE: Budget 91/92
PSG 02 of 6.3.93 for $ 48,178

1. The build up to providing this grant to CAMPE started in PRIP 2 and thus follows the Approval/Disapproval process of PRIP 2. The project finally came together so that we could fund it in PRIP 3 during the transitional Year 5.

2. In its initial period of work PRIP appreciated that very many NGOs have, as a basic element in their work, functional literacy training. For many of them it is one of the first activities they undertake after group building. PRIP therefore tried to get itself informed about the actors in this field.

3. Its first action was to support a workshop organised by Father Timm on the production of Literacy Materials (TA 32) on the subject of Human Rights. This provided PRIP with an interesting overview of the NGOs who were active in this field. PRIP identified FIVDB (Friends in Village Development/Bangladesh) and DAM (Dhaka Ahsania Mission) as two of the most competent. (see Attachment 1). PRIP introduced itself to both and showed interest in their work. This led to TA 33 (where PRIP funded an Evaluation of DAM literacy materials) and SC 34 (where PRIP funded the publication of a definitive piece of research of FIVDB's literacy work). PRIP also sent people from FIVDB and DAM to the USA for literacy material writing training (PT 03)

4. Quite soon PRIP found that Literacy amongst NGOs was a more than usually complicated subject. The GOB had supported an organisation called BCoME (Bangladesh Council for Mass Education) to provide subventions to small NGOs doing literacy work. This had just collapsed in a welter of accusations and cross-accusations of corruption in 1989. PRIP also discovered that there was an organisation called NANFAE (National Association for Non-Formal Adult Education) which was well known outside Bangladesh, but hardly known by practitioners inside Bangladesh.

5. PRIP was requested by ICAE (International Council for Adult Education) through contacts of RH pre-dating PRIP if it would

sponsor some people from Bangladesh to their International Meeting on Adult Education in Bangkok. PRIP considered that this would have several merits:

1. It would bring the activist literacy NGOs together outside the country and expose them to more experienced literacy program managers from other countries.
2. It might lead to new program ideas
3. It would provide staff development training for Aroma Goon, the PRIP Deputy Director.

PRIP therefore agreed to support Zahin Ahmed of FIVDB and Mahmood Hasan of GSS to go there by SG 28, and sent AG under staff development budget. At this time GSS was not a national NGO. and Mahmood Hasan was not a national level NGO figure. To some extent this meeting placed him into a new peer group. (Attachment 2)

6. An interesting dynamic occurred at the meeting. Those NGOs who were actually practitioners of literacy work found that:

a. they were not known outside Bangladesh for their work
b. that spurious organisations (NANFAE and BCoME) were thought of as the practitioners from Bangladesh
c. that each of the actual practitioners were largely unaware of each others work.

They therefore decided to confront the spurious NGOs, and stop their "front" activities, to form themselves into a new national organisation. and to collaborate with each other on pushing for more and better literacy work in Bangladesh. AG was a founding member of this group.

7. On their return to Bangladesh the group spent some time following through on their promises to each other. Finally they agreed to form CAMPE (Campaign for Popular Education) with FH Abed of BRAC as the President and Mahmood Hasan of GSS as Secretary General. There were originally 15 organisations as founder members, and AG in her personal capacity. (Attachment 3).

8. It soon transpired that not all founding members of CAMPE were equally enthusiastic. The Dhaka Ahsania Mission considered themselves to be pre-eminent in this field and had made an astonishing number of contacts outside Bangladesh, portraying

themselves to UNESCO, the Commonwealth Secretariat, and UNDP as the only competent Literacy organisation in Bangladesh. DAM had the least to gain and the most to lose from being a member of CAMPE, and a lot of wheeling and dealing went on to keep them inside this new "movement". AG was actively involved.

9. One of the interesting features of CAMPE was that from the start, and with the enthusiastic pushing of MH, it was not meant to be just a forum of NGO Literacy activists. It wanted to make literacy a movement in the country and start collaborative relations with "popular forces" - a word that has now been modified in the NGO jargon to "civil society". (Attachment 4)

10. Early on CAMPE came to PRIP for help in announcing themselves, nationally, through a series of adverts in the national newspapers. Bangla language literacy is an emotive subject in Bangladesh which has suffered martyrs who tried to push for Bangla as a language against Urdu during Pakistan rule. These adverts / notices were timed to follow Feb 21 - Bangla Language Day in 1991 PRIP supported them to do this with a small contract (SC 04) to GSS "on behalf of the CAMPE interim committee". PRIP had its doubts about the developmental validity of this project, but it served to show our support to this organisation which we felt was going to be important. PRIP was regularly being consulted at this time about tactics to overcome the establishment problems (see Attachment 5)

11. CAMPE decided as an interim measure that it would receive funds via ADAB, but this required more consultations and negotiations with ADAB in which AG played a major role. PRIP helped them early on with the costs of a three day workshop to review NGO literacy materials via ADAB (SC 27)

12. The organisation then had the following jobs:

a. neutralise the spurious literacy NGO claimants
b. agree a constitution
c. register themselves as an organisation
d. get permission from NGO Bureau to receive foreign funds
e. agree a program of work, and make proposals for its funding.
f. clarify themselves and their plans to the GOB, the donors, and the international professional literacy community

PRIP helped them in this last, as well as the others (Attachment 6)

13. With the enthusiasm that was engendered the group did not, however, want to stop and wait for foreign funding: they decided to fund themselves from loan contributions of their members in the clear knowledge that getting that money repaid retrospectively would be a difficult bureaucratic job. PRIP helped them from the start by loaning them (indefinitely) a Mac computer, printer and UPS from its own office. It was the only way to help an organisation which was not registered to receive money.

14 Two problems surfaced early on:

a Mahmoud Hasan was empire building and produced grandiose schemes for CAMPE one after the other, not always keeping the Executive Committee informed of what he was doing, and not always clarifying well what CAMPE was going to do. (Attachment 7). AG had frequent battles with him over this.

b. Mahmood Hasan was a problem as far as GOB was concerned. He had a reputation as an ultra radical and GOB (particularly the Mass Education Department and the NGO Bureau) were apprehensive about having anything to do with an organisation that he seemed to be in charge of. (read between the lines of Attachment 8)

15. Another factor was the Governments plans for education in the country. In 1991 UNDP and UNICEF with UNESCO Technical Assistance were funding literacy work via NGOs through the Dept of Mass Education of the Ministry of Education. All the donors thought that the Department's work was incompetent, but they all intended to continue to fund literacy work in Bangladesh (a high priority because of Bangladesh's abysmal literacy status), and were looking for other ways to do it.

16. Following the Jomtien International Meeting on Education for All, UNDP, UNICEF, UNESCO, and the World Bank became eager to fund literacy work in Bangladesh. UNDP and UNICEF decided to fund a two year project through the same mecanism as before with greater supervision and control, and the World Bank started negotiating a very large 4 year project to start in 1994.

17. PRIP (particularly RH) started being visited by World Bank people involved in pre-appraisal missions (Attachment 9). They were aware of the NGOs work in literacy particularly through the book on FIVDB that PRIP had funded, and through our involvement with CAMPE. After a short time it became clear to them that the GOB could not carry out a major literacy campaign itself, and needed to work through NGOs. The problem then became:

a. how to persuade the government of its limitations in this field, and the competences of the NGOs .
b. how to choose the NGOs for the GOB to work through.

18. PRIP started lobbying for CAMPE - trying to show the World Bank the competencies of it, and its members, and trying to strategize with them about how they should approach the GOB and emphasising the value of a network and support organisation for literacy, rather than contacts with individual NGOs. CAMPE was successful in some measure - and part of this was due to PRIP's lobbying the World Bank for it, and the Bank lobbying the GOB. (Attachment 10)

19. All this was against the continued delay at the NGO Bureau in agreeing to register CAMPE, in agreeing their project proposal, and allowing them to receive foreign funds, and the difficulties at CAMPE on living from increasingly large loans from other NGOs which they needed to get paid back. Moreover CAMPE continued to have grandiose ideas, which were certainly unobtainable in its present situation. CAMPE started to put together a funding consortium of SIDA, OXFAM and PACT initially who were all eager to fund it, but could not do so until the NGO Bureau gave permission. Muniruzzaman (MZ) started to get involved at this point.

20. In order to keep CAMPE's international image high and to provide some morale building for the CAMPE staff who were working hard in great uncertainty, PRIP paid for members of CAMPE staff to attend the ASPBAE (Asia/South Pacific Bureau for Adult Education) meeting in the Philippines (SG 61)

21. Finally the NGO Bureau cleared its project proposal - but with the condition that it was cut by two-thirds and radically restructured. This complicated matters further because the donors had already agreed to the previous plan. The NGO Bureau however

were finally persuaded to agree to what was presented as a new proposal, but which they understood would actually pay for the repayment of loans which had been give for past activities of the project.

22. PRIP was thus able to undertake in March 93, two years after CAMPE had started, the grant agreement (PSG 002) which would pay back the NGOs for their previous loaned support of CAMPE. PRIP had kept USAID informed about this because it would be pushing the bounds of USAID's procedures to fund this project retrospectively, but USAID, impressed with Abed's endorsement of the project, agreed that PRIP could fund it. At that time PRIP had to get USAID's approval for Projects over $ 25,000 (see Attachment 11) CAMPE was also difficult about supplying us with financial information in the form required by USAID (i.e. no co-mingling) which MZ had to work through.

23. This still left CAMPE with the problem of how they would get funding for the reduced project which was not what the donors had agreed, and how they would get funding to continue until a compromise had been worked out which donors, GOB and they themselves could live with.

24 To cut a long story short, PRIP agreed to buy certain products of CAMPE as a way to cover their present costs. Such a purchase modality gets around the need for NGO Bureau approval. Meanwhile the other donors tried to adapt their systems to cover the NGO Bureau agreed budget. No other donor was prepared to be as flexible as PRIP. PRIP agreed SC 156 to buy these products, and helped CAMPE out of a hole in which they had no more operating capital. (Attachment 12)

25. Now in October 93, at long last, the NGO Bureau have, following long lobbying, agreed to the full three year plan of CAMPE. And moreover, having proved his point, MH has moved over and CAMPE has appointed a retired and respected civil servant to take over his job. (Attachment 13)

26. Now we can see with hindsight some dynamics:

a. Abed of BRAC, the foremost programmer in non-formal primary education in Bangladesh, has kept a low profile, but has helped to keep CAMPE together.

b. A diverse group of NGOs still remain together inside CAMPE - DAM and GSS, GK and ADAB - there is no other organisation which is able to do this.

c. CAMPE has started to get GOB approvals, and with Mr. Al-Muti in charge, will likely solidify their relationship with GoB

PRIP Evaluation Oct 1993

Process Documentation of Decision Making on Projects

Women for Women 93 Budget
SG 83 on 1 Sept 93 for $ 35,497

1. Women for Women is an organisation started in 1973 by a group of committed women academics and professionals with a view to enhance the status of women in Bangladesh. None of the women involved draw a salary, all operating as volunteers, but the costs of the organisation have been paid from external donors for many years. A recent three year funding cycle of Ford Foundation ended in 1992, and this was the most recent of many Ford Foundation funding grants.

2. One of their main events is the Annual Convention when WfW mounts a three day national convention on a topic of importance to women in Bangladesh. Because of the status of the women involved and their position in society they are able to secure the participation of national leaders, and have a significant effect on national policy.

3. PRIP has always been invited to their Annual Conventions and has found them very interesting. Their convention on Women and National Planning in 1989 was instrumental in getting the Five year Development Plan to have specific content on women. Following that convention PRIP suggested some collaborative project possibilities to WfW, but they never followed up. (Attachment 1)

4. When PRIP was looking to expand its Advisory Committee in 1991 it asked Dr. Najma Choudhury who was a member and office bearer of Women for Women to join that committee. Aroma Goon (AG) identified her as a valuable member of the Advisory Committee and recruited her.

5. Apart from attending their Annual Conventions the following two activities happened before 1992

   a. A systematic search through PRIP's library by WfW for a range of books on women which PRIP subsequently copied for WfW to augment their own library. (Attachment 2)

b. A meeting to listen to the results of Karen Casper's research on Womens Traditional Social Security Networks . PRIP had funded this research by K. Casper TA 62) and printed the results of her work. (Attachment 3)

c. A request from Dr. Najma Chowdhury for the costs of travel to a foreign conference outside of PRIP's program areas, which PRIP turned down. (Attachment 4)

6. In 1992, in advance of their 3 year funding from Ford coming to a close, WfW contacted PRIP with a proposal to underwrite its costs for another 3 years to carry on similar work. They had been told by Ford that it was unwilling to continue to fund them, following an evaluation that Ford had mounted on WfW. PRIP talked to Ford about its experience of WfW and why they were unable to continue. Around this time, the past Secretary General of WfW, Rashida Chowdhury, joined ADAB as Executive Director.

7. Ford's reasons were that the organisation had become moribund, and stuck in a groove: that their activities were no longer as effective as they had been in the past, and that the membership was becoming fossilised with little new blood. PRIP concurred with Ford's analysis and told Ford that it felt the organisation could be reformed and re-invigorated. Ford said it would be interested in a new WfW and wished PRIP well in its efforts.

8. PRIP was faced with a strong desire on its part to help develop and strengthen a support organisation for Womens Issues in Bangladesh, but a proliferation of organisations that claimed to want to do that - few of which agreed with each other and many of which competed with each other, or protected their "market share" of the WID field. PRIP felt that WfW could be a valuable Support Organisation that was acceptable to many womens organisations and could work effectively at the level of policy advocacy. It was very clear, however, that to further cushion WfW for another three years along the lines of their proposal would not advance this idea.

9. PRIP's approach to WfW therefore was to clarify to them that they were unlikely to get funding on the basis of their proposal from anyone, but that a review of their operating mission, and a search for a new vision might help WfW to make itself into an organisation that donors were interested in, and explain to them clearly what

kind of work PRIP would like to see done. PRIP said that if they were interested in going through a process of re-examining their mission and vision, PRIP would help them to do this, without any condition that PRIP would fund the results: that would depend on what the results were.

10. PRIP gained WfW's agreement to go through this process and identified Dr. Dee Jupp, a woman strategic management workshop facilitator, to be their help in this process. PRIP introduced her to WfW and got their agreement to the process which culminated in SC 135.

11. It was clear from the workshops, which were attended by both AG and Rohima Siddiqui (RS) of PRIP that WfW was not an organisation which spoke with one voice. Some were enthusiastic to go through the process - others were decidedly luke warm. The workshops thus became a re-examination of themselves on the part of WfW (Attachment 5 - extract from ZOPP report). PRIP was regularly attacked by some as being a donor dictator. AG and RS had to be very careful to clarify that WfW had the right to remain as they were, while pointing out that they were unlikely to attract funds if they did so.

12. Finally the ZOPP process helped WfW to clarify their new mission and strategies and to make a plan for the future. At this point, however, they came back to PRIP with a new 3 year plan which was not that different from before. AG and RS went over this with them again pointing out what PRIP was prepared to fund, trying to tie them in with ADAB (now being directed by their ex-Secretary General) asnd trying tohelp them to be a support organisation to NGOs working in the field of Womens Issues, specialising in advocacy. PRIP decided to fund a package of activities for a year, as a bridging grant, (SG 92) in the hope that the experience of working in this new way for one year would persuade them of its qualities, and they would be able to sell themselves to other donors.

13. PRIP returned to Ford, telling Ford of the process that they had gone through and inviting Ford to share in the costs of the Bridging Grant. Ford declined, suggesting that a clean break with the past was more salutary than Ford continuing to fund them straightaway.

14. PRIP expects that it will have to be quite involved with WfW to keep them up to their promises since the security of a years

money, albeit for different activities than before, could allow those who want to continue the closed narrow world of academic research to gain the ascendancy again.

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Process Documentation of Decision Making on Projects

VHSS Computerization
(SG 35 of 25 July 1990 for $ 12,480)

C. Allard VHSS Computerization Evaluation
(TA 72 of 3 July 1991 for $ 1947.50)

1. VHSS was assisted during PRIP 2, and the decision making process was basically that described in the PRIP 1 Evaluation (attached). PRIP waited for proposals to come to it from the field.

2. From the start of PRIP's work in Bangladesh, PRIP was known to, and involved in dialogue with VHSS

a. VHSS was one of the organisations that had received USAID's information about the upcoming PRIP
b. Dr. Nasir Uddin (NU) had been on the IDR Asian Fellows Program in 1988, and taught by David Korten who designed the PID for PRIP. On David's first visits to Bangladesh as part of PRIP (TA 2 and TA 40) PRIP was introduced to VHSS by David.
c. Aroma Goon (AG), in the days when she was with NORAD had been involved in funding VHSS.

3. In the early part of 1989, Richard Holloway (RH) had many meetings with NU to talk about collaborative work with VHSS. VHSS was a natural partner for the kind of work that PRIP wanted to do.

4. Early on in 1989, PRIP discovered the existence of BPHC, and the close collaboration it had with VHSS. BPHC (which was at that time called the ODA NGO Primary Health Care Project) was specifically set up to both fund and build the capacity of NGOs working in the field of Primary Health Care. They had physically sheltered VHSS in their office in 1988 when VHSS was flooded out, and they were funding many of their activities. PRIP looked to BPHC for advice on VHSS since they knew it well.

5. PRIP also became acquainted with VHSS via another channel - that of IVS Village Volunteer Program (SG 02). IVS-VVP worked through VHSS (as well as CDS, ADAB, SAP, and USHA) as

intermediary organisations for their small scale inter NGO technical assistance project. PRIP also looked to IVS for information on VHSS work.

6. Out of the preliminary conversations with NU came suggestions in July 1989 from VHSS for PRIP's help with:

a. Desk Top Publishing via computers
b. Task Forces on MCH and FP
c. Studies of "Sustainable Health Systems" (attachment 1)

7. In August 89 VHSS asked PRIP for assistance in producing a data base on its members. PRIP agreed in principle and requested a proposal (attachment 2). None was forthcoming and VHSS went ahead with this anyhow, but produced a seriously flawed document. Since they were interested in doing Desk Top Publishing, PRIP started to have reservations about VHSS competence. RH found out that the document had been produced not by the computer unit which was undergoing training under SG 35, but by another member of staff appointed by NU.

8. By Dec 89 PRIP was already getting uncomfortable about VHSS management and competence as a result of feedback from BPHC and IVS. Further it was working in competition with ADAB as regards relations with GOB and held a damaging public meeting at the time of delicate ADAB/GOB negotiations which was remarked by the LCG NGO Sub-Committee (Attachment 3)

9. VHSS did not follow up on their initial enthusiasms for the task force and studies but seemed to remain enthusiastic for the computerization. He finally followed up a year later in June 90 with a specific. Since PRIP had by this time already been investigating computer systems for ADAB (TA 13 and SG 8), TARD (TA 19), VERC (TA 59 AND TA 52), and IVS (SG 20), it felt it had the capacity to make a useful intervention in the field of computerization, and decided in principle to go ahead. PRIP commissioned C. Allard (CA) to look at their existing computer situation and decide what should be done. He visited VHSS, talked to NU, and reported back that they needed some hardware, public domain software and some training. This became the basis for the SG 35 project proposal in June 89. (Attachment 4)

10. RH and AG discussed the proposal, discussed with CA, and decided to go ahead. PRIP checked with VHSS other funders that such a project with VHSS would not contradict work that they were already funding, and got the green light from them. (Attachment 5) They got USAID's approval (at that time USAID had to agree everything over $10,000) , ascertained that there would be objections from GOB) and went ahead with SG 35 which was signed in Aug 90 (two months later). One part of the agreement was that CA would evaluate the project 6 months after completion.

11. In Sept 90 PRIP received a draft copy of an evaluation that BPHC had mounted on VHSS. PRIP's response to the draft evaluation was to offer support in a number of places suggested by the Evaluation (attachment 6). Nasir replied in Nov 90 taking up only the issue of accounting computerisation (he had previously stated that that part of the work did not need any help) and requesting an unspecified contribution to their 5 year plan. In particular PRIP continued to offer help with management training, but no proposal was forthcoming.

12. In Nov 90 PRIP received a letter from VHSS saying that they were satisfied with the computers etc. and assking for more computers in the future (Attachment 7). This was not a report as required in the SG agreement: PRIP did not get this until Jan 92 after repeated requests.

13. In Dec 90 NU accompanied a group of CEOs of SOs to Delhi for a course on SO management. He was not a useful member of that group, contributing very little to the discussions.

14. In June 1991 NU officially asked for the follow up to the previous project i.e. evaluation of and future ideas against the Computerization. This resulted in a consultancy with CA in July and he submitted his report in the same month. He suggested:

a. The original project had fulfilled its objectives
b. VHSS had increased its work load and kinds of work
c. PRIP might consider helping VHSS with software for Disaster Preparedness and Statistical Programs

15. PRIP discussed this report with CA. PRIP did not consider that VHS had a primary role in Disaster Preparedness - it had already worked with ADAB to set up a Disaster Preparedness Cell. PRIP also

did not think that there was much value in VHSS getting into statistical work. PRIP therefore restricted itself to providing some supplementary training.

Further relations with VHSS

16. Following this work with VHSS, PRIP, over the next two years received 3 proposals to send the Deputy, Eva Rawshan on overseas workshops to Trinidad, Uganda, and USA, all of which it turned down, one to send a staffer on training in Thailand which PRIP turned down, and one to send a staffer to the International AIDS conference in San Fransisco, which it agreed.

17. PRIP was not interested in AIDS as part of its work, but had been urged by PACT to keep a watching brief on this subject as it evolved in each PACT field office. VHSS had got a position on the fledgling National AIDS Committee, and we felt that this was a way of helping them strategically.

18. PRIP continued to help VHSS with Books, Videos, and to offer them places on Training Courses organised by PRIP. They participated in two EIL courses and one IDR course (but on the last the representative left half-way through) .

19. VHSS has involved itself with a number of Networks (Breastfeeding, Disabled, Adolescent Family Planning, MCH, Diarroheal Diseases, Sanitation). PRIP's observation has been that it is active and interested where it can become the secretariat, and passive and uninterested where it cannot.

20 PRIP has seen more attempts by VHSS to promote itself as spokesperson for the NGOs with the GOB, and it has also seen high staff turnover at VHSS. It has also received feedback on the poor quality of the training courses offered by VHSS.

21. When PRIP held its "Introduction to PRIP 3" meeting for potential partners, VHSS did not come, although invited. At that time PRIP explained that part of the strategy for PRIP 3 was "Selecting In and Selecting Out" and "Recognizing others better capacity" . It went on to say that PRIP should not work in areas where others were better qualified to work, and specifically said that BPHC was better able to work in institution building with NGOs active in Health matters, and that PRIP would not c · that.

22. The present situation of VHSS is that it is in the second year of a three year consortium funded program of Tk 44,594, 446 ($ 1,114,861) funded by Christian Aid, NORAD, BPHC, Ford Foundation, and ICABR.

ANNEX G

REJECTED PROPOSALS

Material for 1993 PRIP Evaluation

Declined Proposals

1. As you can see from the attached PRIP 3 flow chart of decision making on Projects, there are two ways that projects get implemented:

   a. pro-actively by PRIP identifying people/organisations through which it hopes to implement its objectives

   b. re-actively by PRIP responding to proposals made to it within the range of the Program Areas, Themes and Strategies that it has previously announced

2. In the responsive mode, it is not a case of PRIP announcing its existence and waiting for proposals to be sent in. A process of dialogue and engagement with NGOs has always been taken up by PRIP. It discusses possible and useful activities with NGOs who may then decide to formulate a project proposal. In the last analysis, however, PRIP 1/2 depended on responding to proposals sent in, except in the Strategy "Find Gaps, Identify Opportunities" where PRIP was pro-active - usually for research leading to books or pilot projects leading to documentation.

3. In the start of PRIP, before NGOs were clear what PRIP was about, and before PRIP had a clear idea of the NGOs competencies, it received many more proposals than later. At the start many NGOs sent projects to try PRIP out. By the time of PRIP 3 PRIP had clarified to its actual and intended partners whayt kind of work it was entering into, and thus what kind of proposals it would accept. From NGOs outside this range (basically those who attended the Introduction to PRIP 3 meeting) PRIP still gets many unacceptable proposals.

4. It is clear, however, that within the responsive mode, there are a range of occasions at which there is the opportunity for PRIP to reject a project proposal that comes to it. These are seen on the accompanying chart as Reject points at Lines 9,15A,15B, 218, 20, and 23. Numerically most rejected proposals are for overseas training or attendance at conferences.

5. The most common rejections (those at line 9 which are basically unnacceptable proposals) are answered negatively and filed at 8.5. in the filing system. The remainder are answered negatively or not followed up after discussions with the proposed project holder, and are filed in that organisation's file in the 8 series. The rejection points are:

a. Line 9: This rejection is for organisations who make proposals which are beyond PRIP's areas on interest. Numerically this is the majority of the rejected proposals - they are usually from small NGOs who write to PRIP along with numerous other donors asking for project support. Such proposals are answered negatively and filed in 8.5 in the filing system

b. Line 15a: This rejection is for organisations that PRIP recognizes as competent, but which are not intending to work as an SO or N/F, or work with SOs and N/fs
Line 15b: This rejection is for organisations that PRIP thinks are incompetent.

c. Line 18: This rejection is for organisations that PRIP thinks are competent, are either SOs or N/Fs themselves or intend to work with them, but whose proposal does not fit PRIP's Program Areas.

d. Line 20: This rejection is for unclear and/or insufficiently thought out proposals

e. Line 23: This rejection is for organisations that PRIP considers competent who are themselves, or who will work with SOs and N/Fs, whose proposals fit PRIP Program Areas, but whose proposals do not fit PRIP Themes.

The attached paper lists the proposals that were rejected (or not followed up through mutual agreement) from a selection of the major organisations with which PRIP has been involved, broken down by :

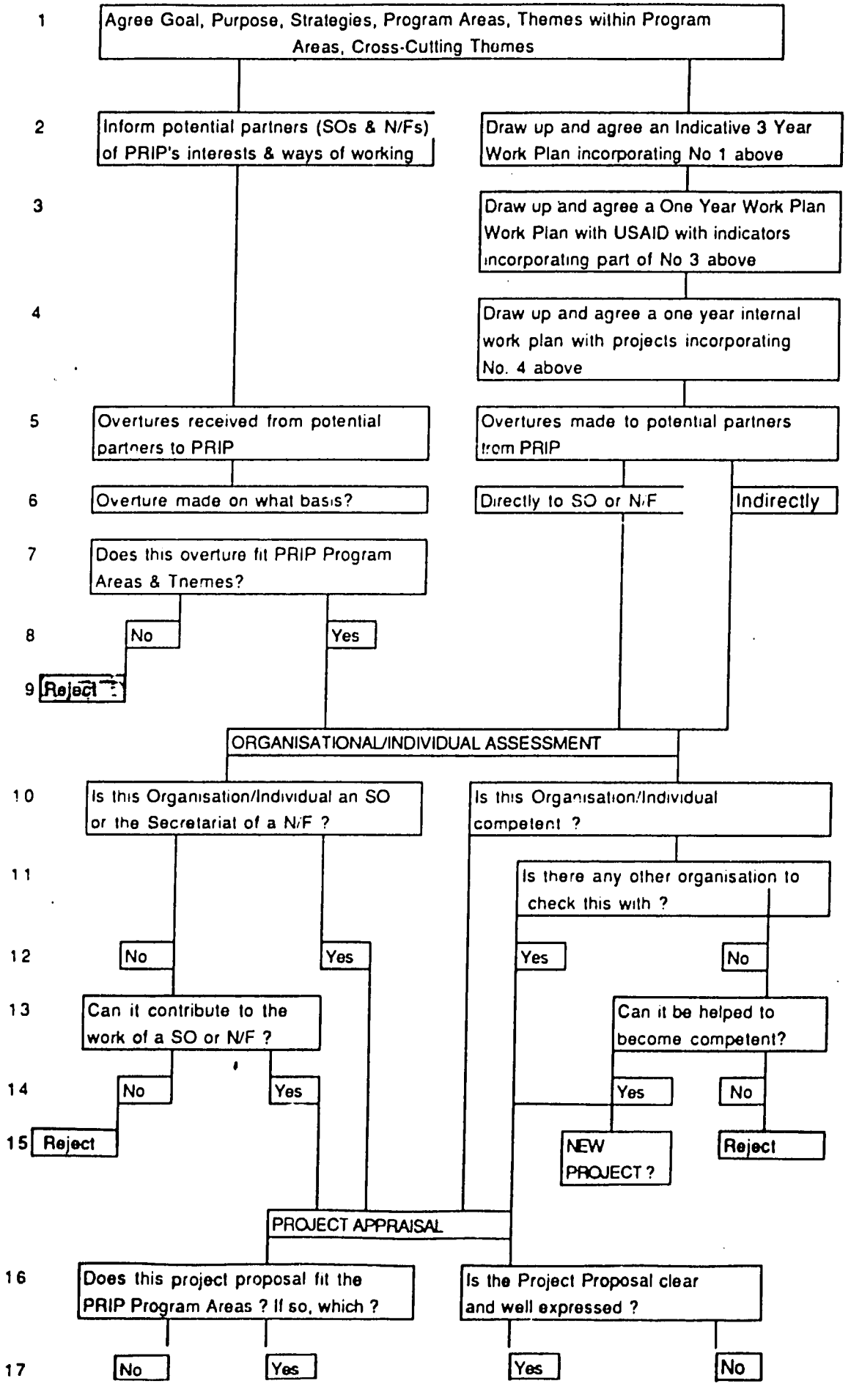
Organisation
Name of Proposal
Date of Rejection

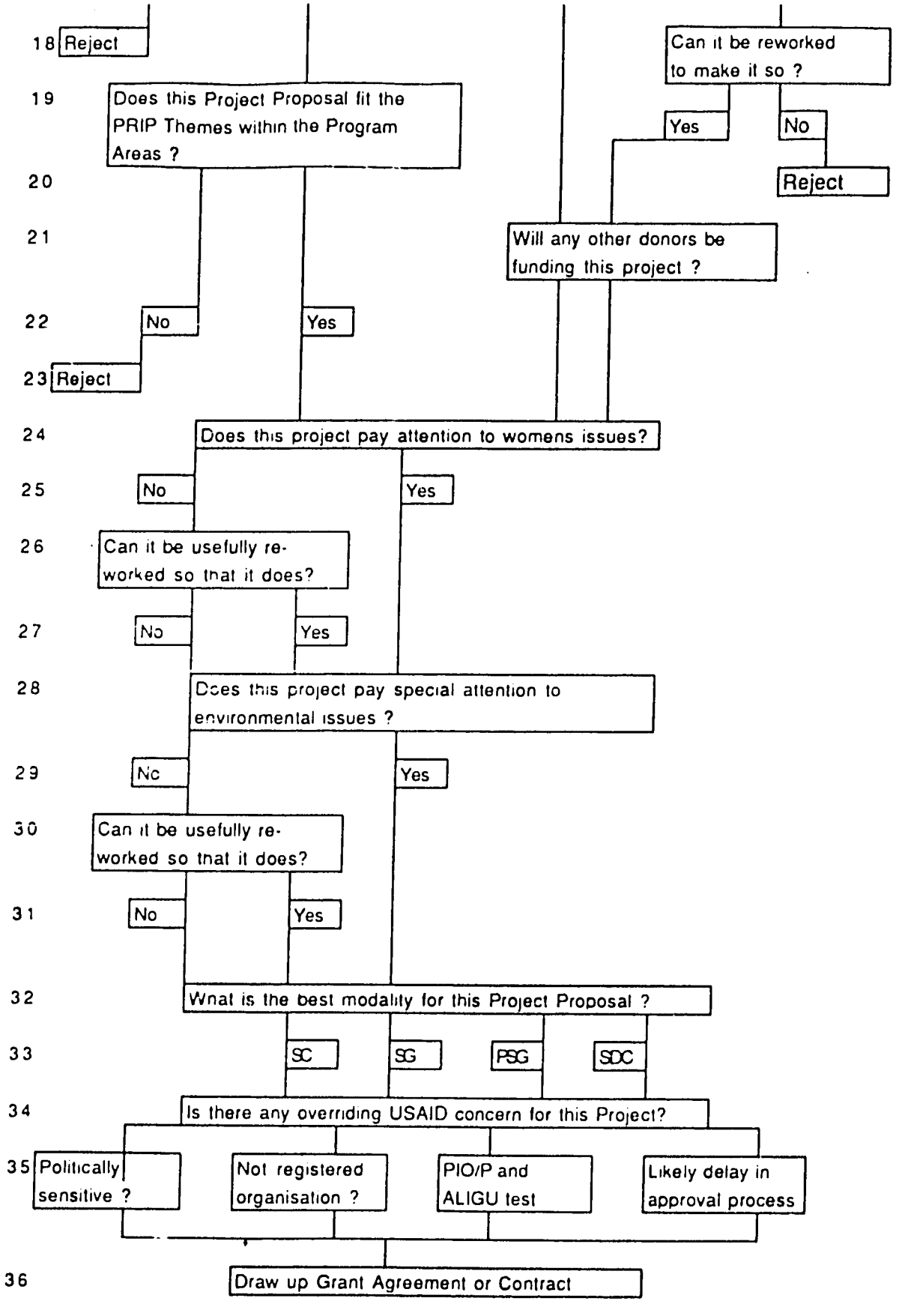
Reason for Rejection (using the codes above)
Comments

The majority) of the proposals came in the PRIP 1/2 period, rather than PRIP 3 (for at that point PRIP discouraged proposals being made to it), but PRIP is using the PRIP 3 flowchart for the sake of greater clarity. It is not always easy to fit the reasons for rejection of early projects into these categories

As you will see, there are many rejections to organisations which we have worked closely with and with whom we have had useful projects.

PRIP 3 Project Selection/Rejection Flow Chart




18 Reject
19 Does this Project Proposal fit the PRIP Themes within the Program Areas ?
Can it be reworked to make it so ?
Yes
No
Reject
20
21 Will any other donors be funding this project ?
22 No
Yes
23 Reject
24 Does this project pay attention to womens issues?
25 No
Yes
26 Can it be usefully re-worked so that it does?
27 No
Yes
28 Does this project pay special attention to environmental issues ?
29 No
Yes
30 Can it be usefully re-worked so that it does?
31 No
Yes
32 What is the best modality for this Project Proposal ?
33 SC
SG
PSG
SDC
34 Is there any overriding USAID concern for this Project?
35 Politically sensitive ?
Not registered organisation ?
PIO/P and ALIGU test
Likely delay in approval process
36 Draw up Grant Agreement or Contract

Reject Analysis of selection of Major Partners' Proposals

	NGO	Project Proposal	Date	Reason for Rejection	Comments
1	CDS	Training at IIRR in Philippines	Apr.93	line 23	
2	CDS	Development of MIS	Mar.93	line 23	
3	CDS	Overseas Training at CICHS (USA)	Feb.91	Line 9	
4	CDS	Employing Traditional Cultural Media	Feb.91	Line 9	
5	CDS	Women's Development Project	Nov.90	Line 18	
6	CDS	Video Unit	Dec.89	Line 18	
7	CDS	Newsletter	Dec.89	line 20	
8	CDS	Communication Motivation Awareness	May.89	line 20	
9	FIVDB	Staff Training	Jul.92	line 15A	
10	FIVDB	Research on Credit	Feb.92	Line 9	
11	FIVDB	Two Manuals	Jan.91	Line 23	
12	FIVDB	Study Tours to India	Nov.89	Line 20	
13	FIVDB	Working with Tea Estate Workers	Aug.89	Line 9	
14	RDRS	Overseas Training in Literacy	Jun.91	Line 15A	
15	RDRS	Training in Ireland for Dr. Salima	Jul.89	Line 9	
16	S/B	Media Packages for Field Workers	Mar.91	Line 9	
17	S/B	Computers	Dec.92	Line 15A	Follow on to SC/017
18	ADAB	Conference in Korea	Jun.93	Line 9	
19	ADAB	Purchase of Books	Jul.92	Line 20	
20	ADAB	Participation in UNCED	May-92	Line 23	
21	ADAB	Training in Poultry Vaccination	Nov.91	Line 23	
22	ADAB	Computerisation	Aug.91	Line 15B	after much work
23	ADAB	Book Exhibition	Feb.91	Line 9	
24	P/MUK	Literacy Program	Oct.91	Line 15A	
25	BRAC	English Language Training	Mar.92	Line 20	
26	BRAC	Conference in Malaysia	Jun.91	Line 9	
27	BRAC	Training in SOAS London	Aug-89	Line 9	
28	ASA	Training in USA	Jul-92	Line 15A	
29	ASA	Training in USA	Jan-91	Line 15A	
30	ASA	Translation of Book	Jul-89	Line 9	
31	TARD	Air fare to Tokyo	Feb-93	Line 9	
32	TARD	Attendance at EIL Course USA	Apr.92	Line 20	
33	TARD	Assistance to Local NGOs	Jan.91	Line 20	
34	VERC	Training for local women trainers	Feb.91	Line 23	
35	VERC	Training needs assessment	Feb.91	Line 20	
36	VERC	Training in Thailand	Apr.90	Line 9	
37	VERC	Conference in Spain	Mar.90	Line 9	
38	Caritas	Training Program in Indonesia	Apr.91	Line 9	
39	Prosh/C	Training in Thailand	Aug.92	Line 9	
40	BARRA	Newsletter	Mar.92	Line 20	
41	BARRA	Training in Philippines	Mar.92	Line 18	
42	BARRA	English Language Training	Nov.91	Line 20	
43	BARRA	Training in India	Aug.91	Line 20	

44	MIDAS	Contribution to 5 Year Plan	Jun.92	Line 9	
45	CCHRB	Video on 1991 Elections	Feb.91		Refused by USAID
46	CCHRB	Monitoring on Upazilla Elections	Feb.91		Refused by USAID
47	USHA	Computers	Feb.92	Line 20	
48	ILD	Conference on Child Rights	Oct.91	Line 18	
49	CDL	Conference in Kathmandu	Feb.92	Line 9	
50	CDL	Training in the Philippines	May-91	Line 9	
51	CDL	Library Support and Training	Aug.89	Line 18	
52	AinoSK	Training in Strausbourg	May-92		Refused by USAID
53	Jag Cha	Drama Training	Nov.90	Line 9	
54	BMP	Assistance for National Convention	Mar.93	Line 20	
55	IVDC	Printing of Certificates	May-91	Line 20	
56	IVDC	Folk Media Research & Training	Jan.91	Line 23	
57	GSS	Workers Newspaper	Jan.90	Line 23	
58	GSS	Center for Democracy	Nov.92	Line 23	
59	GSS	Alternative research	Jan-90	Line 23	
60	Kumud.	Handicraft Producers Credit Support	Apr.91	Line 15A	
61	BDevPC	Research on Suicide	Nov.92	Line 9	

Acronyms

CDS	Centre for Development Services	MIDAS	Micro-Industry Devpt Association
FIVDB	Friends in Village Devpt, Bangladesh	CCHRB	Coor. C'ttee for Human Rights in B'des
RDRS	Rangpur,Dinajpur Rural Services	USHA	Unity for Social and Human. Assistanc
S/B	Swanirvar Bangladesh	ILD	Institute for Law and Development
ADAB	Association of Devpt Agencies in Bangladesh	CDL	Community Development Library
P/MUK	PROSHIKA MUK	AinoSK	Ain o Salish Kendro
BRAC	BRAC	Jag Cha	Jagoroni Kendro
ASA	Association for Social Advancement	BMP	Bangladesh Mohila Parishad
TARD	Training Association for Rural Development	IVDC	Integrated Village Development Centr
VERC	Village Educational Resource Centre	GSS	Gono Shahajjo Sangstha
CARITAS	CARITAS	Kumud	Kumudini
Prosh/C	PROSHIKA Comilla	BDevPC	B'desh Devpt Partnership Centre.
BARRA	Bangladesh Association of Rur. Rec. Alumni		