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AMERICAN COMMITTEE FOR AID TO POLAND
GRANT # EUR-0158-G-00-1087-00
SEPTEMBER 26, 1991-SEPTEMBER 30, 1995

FINAL REPORT

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APPENDICES

Sample Reports of PVO Meetings

- A: Report of 29th Meeting, January 11, 1994.
- B: Report of 39th Meeting, September 13, 1995.

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I. Executive Summary

During fiscal years 1992-1995 the American Committee for Aid to Poland (ACAP) received a grant from AID to help it assist the Polish people in their transition to a democratic system. The grant accomplished precisely what was intended. It added greatly to ACAP's organizational effectiveness, thereby also enhancing ACAP's ability to attract private grants, and enabled ACAP to maintain an extremely effective office in Poland. With this institutional base, and drawing upon funding from a number of sources, ACAP carried out a range of successful programs.

ACAP's aims were twofold: to help American private voluntary organizations (PVOs) to work knowledgeably and effectively in Poland; and to help strengthen the Polish nongovernmental nonprofit sector, one of the important building blocks of a viable democracy. In pursuit of the first aim, ACAP conducted regular meetings of American PVOs active in Poland to convey information about Polish developments, share experience, coordinate activities and avoid duplication. Reports of the meetings reached a wide circle of readers in the United States and Poland. Simultaneously, ACAP provided facilitative and consultative assistance to U.S. organizations wishing to conduct programs in Poland and to Polish NGOs seeking American partners.

ACAP was ahead of most American private and governmental organizations in recognizing the importance of the Polish NGO sector and in undertaking measures to assist it. In the immediate post-communist period it managed the distribution of surplus U.S. Defense Department supplies to some 100 small, grassroots social service organizations. At the same time it helped organize Poland's first association of "self-help" groups and then assisted the association to become a legal, functioning organization. It provided early and essential support for the creation of a Polish database of nongovernmental organizations, which has become a model for Eastern Europe and an essential information source on the Polish NGO sector. ACAP's Warsaw office provided a wide range of services to NGOs, and itself became a central and respected part of the Polish NGO community. It served as an information clearing house for Polish and American nonprofit organizations, engaged in numerous and varied collaborative activities with Polish NGOs, helped organize Polish NGO conferences and other functions, and helped in designing, organizing and delivering training and technical assistance to NGOs. With the closure of ACAP's Warsaw office, its staff members are continuing to play valuable roles in the evolving Polish NGO sector, their individual talents further developed and broadened by their ACAP experience.

Many factors contributed to ACAP's success, among them strict adherence to its self-defined role as a service provider and facilitator whose sole aim was assistance to Poland; continued emphasis upon needs as the basis for programming; flexibility in adjusting programs to rapidly evolving circumstances; and in-depth knowledge of Poland on the part of its staff.

II. Findings: Description of Grant Activities Since Inception

A. ACAP Purposes, Organization and Principles

Purposes:

ACAP was organized in 1989 to help the Polish people in making the difficult transition from communist rule to a democratic system. ACAP's aim has been to assist the Polish people in building a civil society and laying the foundations for an enduring democracy. It has directed its programs in Poland primarily toward strengthening the expanding sector of voluntary or nonprofit organizations (in Poland, "NGOs"). Simultaneously ACAP has sought to perform a facilitative and coordinating role to assist American organizations, particularly private voluntary organizations (PVOs), in working knowledgeably and effectively in Poland.

Organization:

ACAP has conducted its operations out of two offices: its headquarters office in McLean, Virginia, and its Polish-staffed office in Warsaw, Poland. During the grant period ACAP staff at its maximum numbered five in the US and six in Poland; most of the time the US office numbered four persons, and the Warsaw office five. ACAP intended from the start that its various activities should be interrelated, each contributing to and drawing from the others. Similarly, its two staffs, in the United States and Poland, were expected to function as a single team, in constant communication and drawing ideas and information from each other.

Principles:

The following principles have guided ACAP's operations:

1. ACAP has viewed itself as a service organization, whose aim is assistance to Poland, not self-promotion or self-perpetuation.
2. ACAP has stressed cooperation and facilitation. Our aim has been to help others do their work better.
3. ACAP has emphasized openness and information sharing, in the conviction that this enhances the overall effectiveness of American assistance to Poland and provides a positive example for indigenous organizations in Poland, where openness is in many respects a new concept.
4. ACAP has focused on Polish needs as defined by the Poles. It has created programs to meet those needs, rather than offering "off-the-shelf" projects.

5. ACAP has maintained a posture of flexibility, so that its activities could evolve in response to changing needs in Poland.

6. ACAP has placed great reliance upon and invested in indigenous human resources.

Completion of ACAP Mission

Consistent with a decision taken by its Board of Directors in 1991, ACAP will shut down its operation at the end of December, 1995. ACAP's programs were all designed with this termination date in mind, and its mission will have been completed by the date set. ACAP's operations in Poland were officially ended on September 30, 1995.

B. Individual Grant Activities

Coordination, information sharing and consultative assistance

PVO Consortium

Starting in January 1990 ACAP chaired a consortium of American private voluntary organizations active in Poland. These continued throughout the grant period at the rate of roughly six per year. Typical attendance during these four years was 30-40, although it often ranged higher and occasionally reached 60 or 70 persons. ACAP chaired its 39th and final meeting of the group in September 1995. By this time the number of recipients in United States and Poland receiving reports of the meetings exceeded 300.

ACAP's objective in these meetings was to help American PVOs to work more effectively in Poland by offering them an opportunity to deepen their understanding of Poland and its needs, to exchange information, to establish linkages with other American and Polish organizations, and to avoid duplicating one another's efforts. (Illustrative copies of meeting reports are provided in the Appendices). Up until the end the group continued to attract new participants.

During the last two years ACAP followed a deliberate policy of presenting information at the meetings about Polish nongovernmental organizations and reporting on their initiatives. Recognizing that American PVOs were for the most part not well informed in this area, we thought it important, particularly given the rapid development of Poland's NGO sector, that American PVOs gain a better understanding of what was happening. The information was collected and transmitted to us by our office in Warsaw.

Since it was clear that these meetings fulfilled an important and continuing need (see Section III), ACAP has arranged for the meetings to be continued under the auspices of the Rutgers University Local Democracy in Poland Project.

Consultative and Facilitative Assistance

One of ACAP's roles has been to provide advice and facilitative assistance to American PVOs interested in working in Poland and to Polish NGOs seeking American contacts or advice on possible projects or proposals. Because of its familiarity with the Polish NGO sector and its contacts in the United States ACAP has been able to serve as an effective consultant and facilitator. ACAP has performed this function since its inception, with requests for such assistance steadily increasing year by year. Such requests, which have been listed in the appendices to each of our quarterly reports, continued at a high level throughout the grant period.

Over this period, while ACAP continued to lend assistance to novice organizations unfamiliar with Poland and to many individuals seeking contacts for joint projects or consulting opportunities, there was a steady increase in substantive requests from experienced American organizations for specific kinds of assistance or information. Similarly, over time requests to ACAP from Polish NGOs revealed growing experience and sophistication on their part, reflecting the evolution of the nonprofit sector in Poland.

Among the myriad consultations held by ACAP in the grant period, a few examples may be cited here to indicate the range and diversity of these activities. During the grant period ACAP was approached by, among others: Partners in International Education and Training, for assistance in establishing their Polish program and setting up a Warsaw office; the University of Utah, concerning a project to establish a technical university in Poland; the United Nations Development Program, with respect to a study of civic education and voluntary citizens' movements; Harvard University's Project Liberty, seeking information and contacts about programs for women; ASHOKA, concerning suggested meetings for a regional exploratory visit; the University of North Carolina at Greensboro, concerning implementation of an AID-funded assistance project in Lower Silesia; the League of Women Voters concerning information on local citizens' initiatives and a multilingual publication on democracy building; Ohio State University's Mershon Center for information and contacts for a project on civic education; International Adobe, for referrals and information concerning housing projects in Poland; and City College of New York, for information, contacts and advice on a project to develop a political science curriculum at the university level in Poland. A full listing of consultations is contained in the appendices to ACAP's quarterly reports to A.I.D.

ACAP lent early assistance to the Virginia Local Government Manager's Association, providing encouragement, advice and contacts in Poland for what has now become a highly successful exchange program for local governments leaders in Poland and Virginia. In

another example of long-term assistance, ACAP worked over a period of several years with Goodwill Industries International to establish a project in Poland. Although this proved to be a difficult process, a Polish Goodwill organization has now been established (for details, see discussion of the Ochoża Project).

ACAP's Warsaw office played a direct and often crucial part in many of these efforts, and the two offices worked in daily consultation. ACAP/Warsaw continued to recommend contacts and coordinate introductory meetings with NGO leaders for representatives of American organizations visiting Poland.

ACAP assisted United Way International, in a process beginning in 1990 and extending over more than five years, to start up a Polish operation on the United Way model. In the beginning UWI also contributed to the funding of the ACAP/Warsaw office. Throughout these years, and particularly in the last two, ACAP headquarters staff provided consultative assistance to United Way International and helped to facilitate their efforts. ACAP/Warsaw was also actively involved, supplying information, arranging contacts and providing on-the-spot assistance. In 1995 United Way International, having obtained a grant from a private U.S. foundation, was able to launch a project to establish a United Way of Poland. Here, too, ACAP assisted in the final stages, helping to find a suitable Polish director for the project and set up a Warsaw office.

Regional PVO Workshop in Lublin

In November 1993 ACAP and OIC International (Opportunities Industrialization Centers, International) co-hosted in Lublin, Poland, a workshop for American and Eastern European representatives of U.S. private voluntary organizations (PVOs) from throughout the region. The workshop was undertaken at the request of USAID, which funded the project. AID representatives from Washington and from Eastern Europe also attended. The workshop, entitled "Lessons Learned and New Directions," was the first of its kind in the region and was judged by virtually all of the participants to have been extremely useful. It provided an unusual opportunity for PVO representatives to exchange experience, establish contacts and, based upon their knowledge of local conditions, to provide advice to AID about the most useful types of assistance. One outcome of the workshop was a specific list of recommendations to AID from the participants.

Early in 1994 ACAP and OIC International produced and distributed a major report of the workshop. The report, which was distributed to more than 800 recipients, highlighted recommendations to AID on the most useful types of assistance and stressed the importance of strengthening indigenous NGOs in Central and Eastern Europe. The report helped to stimulate an ongoing discussion on the effectiveness of assistance to nongovernmental

organizations in the region and on the benefits of cross-border contacts.

Database on Polish NGOs

Shortly after establishing its Warsaw office, in May 1990, ACAP became aware of the efforts of a small group of young Poles to build a database of "self-help" organizations that were beginning to appear in Poland. Working on a borrowed lap-top computer, without funds or staff, they began to gather data on this nascent and virtually unknown nonprofit sector. ACAP sought and obtained from USIA, in September 1991, a grant to enable this group to create a database of social service organizations in Poland. ACAP supplemented this grant with matching contributions and in-kind support. The database, known as KLON, was completed at the end of 1992, and a directory listing some 1600 organizations was printed.

The database, unique in Poland (and so far as we can determine unique in Central and Eastern Europe), led immediately to other projects by the same group. It was followed quickly by a database (funded by the European Union's PHARE program) of all NGOs in Poland, known as JAWOR, and later by updates and expansion of the database as the Polish NGO sector grew. The most recent KLON directory lists 6000 organizations; the JAWOR system now identifies some 17,000 organizations. Until December 1994 ACAP/Warsaw's Program Officer contributed a portion of his services to KLON/JAWOR and related projects (see below, page 10), and the two staffs, whose offices were physically adjacent, enjoyed a close working relationship.

Delivery of Surplus Supplies

Beginning in June 1990 ACAP organized and managed a program for distribution in Poland of U.S. Defense Department surplus supplies, primarily from stocks in Germany. Working with the Department of Defense, the American Embassy and the Solidarity Social Foundation and other Polish non-profit entities, ACAP set in place a system for distributing supplies to nongovernmental humanitarian and social service groups throughout Poland. ACAP/Warsaw staff was responsible for all technical aspects of the program, including finding warehouse space, clearing the goods through customs, unloading trucks with the assistance of volunteers and identifying and making arrangements with the groups who were to receive the goods. Using the developing KLON database to locate appropriate recipients, ACAP distributed beds, mattresses, office furniture, food, clothing, medical supplies and even a few vehicles.

This program served the dual purpose of strengthening grassroots groups by enabling them to expand their activities and improve the quality of their services, while at the same time assisting people in need. Food packages, to cite one example, were

distributed to shelters for the homeless, enabling them to carry on their work at a time when government funding was being drastically reduced. Owing to numerous competing demands from other countries, DOD shipments were sharply curtailed in the latter months of 1992. ACAP made no further distributions after that year. During the program's relatively short life-span approximately 80 40-foot truckloads, plus an air shipment, of supplies worth more than \$8 million were distributed to approximately 100 organizations, benefitting more than one million people.

The Ochota Project

The Ochota Project was launched in September 1990 when, with ACAP's encouragement, a number of groups in Warsaw's Ochota district concerned with human and social service issues formed an informal "Ochota Association of Self-Help Groups." This was the first such community-based association in Poland. Its first immediate benefit (months before ACAP was in a position to give direct assistance) was to provide a forum for communication among the Ochota self-help groups that hitherto had been lacking.

Once AID funding had been obtained, ACAP in January 1992 began providing the association with an office and a paid staff "Coordinator". Subsequently (with other funds) ACAP furnished the association with essential office equipment. ACAP, by agreement with the association, continued to pay office rent until September 1995, the office meanwhile having moved to more suitable quarters and having obtained furniture donated by the Polish private sector. The new, larger premises were used during the remainder of the grant period for training sessions and workshops, as well as for meetings of members. ACAP's support for the coordinator position ended, according to plan, in December 1994, her functions then being assumed by volunteers.

Early in the project ACAP entered into partnership with the Delphi International Group, which, commencing in 1992, offered training (through an AID grant) to selected members of the association groups. Delphi, ACAP's U.S. and Polish staffs and the association coordinator worked closely together in this effort, which in 1992 produced a U.S. study tour, followed by three training sessions in Warsaw. A fourth training session was provided in January 1994.

ACAP's Polish staff, and in particular ACAP/Warsaw's Director, were deeply involved in the Ochota project and kept in very close touch with the coordinator (technically an ACAP employee) and key members of the association as the project developed. Over time the need for ACAP's direct involvement diminished, but even in the last year ACAP was ready to assist in practical ways, as needed. ACAP/Warsaw's Director herself provided training in fundraising once the association had achieved an organizational status that permitted it to begin to seek funding on its own. ACAP also

provided the association with legal assistance in the complicated process of becoming registered as a legal organization.

In 1994 the Association in Support of Self-Help Groups became a legally registered organization, with fifteen groups as formal members. The Association elected a Board and Council and began to focus its efforts on building capacity to serve its member groups, extending its reach beyond Ochota and establishing relationships with other Polish NGOs. The Association established a bank account (a not inconsiderable feat in Poland at that time) and undertook fundraising activities to support local projects. A modest but successful fundraising event in May 1994, for example, provided support for children from Ochota to attend a summer camp. The Association also set up a mechanism for a competitive seed grant program (a portion of the grants being provided by the Delphi International Group), to which member groups submitted proposals. In early 1995 the Association had acquired sufficient knowledge and confidence to submit, on its own, a successful grant proposal for \$5000 to the U.S. Information Service in Warsaw.

Not surprisingly, progress in this project often seemed slow, and there were numerous difficulties along the way. At one point a bitter local political battle in Ochota resulted in delays and some setbacks. One result was to effectively terminate, at least for a time, what had seemed a promising partnership between the fledgling association and local government authorities. At the same time the experience strengthened the members' determination to succeed on their own, independent of shifting political circumstances.

Throughout the project ACAP emphasized the desirability of broadening relationships to include other organizations that could bring useful projects to the district. The Ochota project was thus both a joint effort with Polish partners and a collaborative undertaking with other, non-Polish groups. As noted, the Delphi International Group maintained an interest from the start. Early in the project ACAP used its good offices to have a Peace Corps volunteer in entrepreneurship assigned to Ochota. The volunteer, who departed in 1994, made important contributions to the community, including a now self-sustaining project to provide loans to small entrepreneurs and a Foundation which, among its other purposes, provides a conduit for funding local projects. Another organization to join in was the Fondation de Pologne, which helped to fund an orphanage in Ochota.

ACAP also worked closely with Goodwill Industries International. Goodwill had an interest in helping the Poles to start a facility to train and employ disabled persons. ACAP, on its part, believed that such a facility would be a useful accompaniment to the Ochota Project, a view quickly confirmed by the strong interest in the idea shown by several member groups in the association. ACAP assisted Goodwill in several exploratory

visits to Poland and helped it to establish contact with Poles who would eventually be key figures in the project. In 1994 Goodwill provided an internship in the United States for a member of the Association Council. Subsequently, ACAP/Warsaw staff and the former Coordinator of the Association organized a visit to Warsaw by the President of Goodwill Industries in Pittsburgh, who helped establish contacts with the business community in Warsaw.

In the following months members of the Association, together with ACAP/Warsaw staff, assessed the prospects for a used clothing retail facility of the typical Goodwill type. Finding such a model unsuitable for Poland, they developed a plan to train and employ disabled workers in a contract laundry service for institutions. Ultimately, with much hard work, a prospective board was organized, with expressions of support from local Polish businessmen. In September 1995 a new association, Goodwill (Dobra Wola) of Warsaw, was founded and presented its application for legal status to the local court. This important step was greeted with enthusiasm by Goodwill in the United States, together with promises of support.

Dictionary Project

Starting in 1992 ACAP served as host for a project to create an (American) English-Polish Dictionary of Local Government, Nonprofit Organizations and Environmental Terminology. Such a dictionary was much needed in Poland, and ACAP viewed the project as a useful step in reducing communication barriers and contributing to understanding between American and Polish groups working in these fields. The project was funded by the German Marshall Fund of the United States. ACAP provided facilities for the Polish editor-in-chief while he was in the United States, facilitated communications with Poland and served as administrator of the grant. Project staff were assisted in Poland by ACAP's Warsaw office, and many of ACAP's contacts in Poland served as practical resources for the project. The dictionary was published in Warsaw in 1994.

NGO Information Clearinghouse

Information Materials

While ACAP's Warsaw office served from the beginning as a resource for American PVOs in Poland, over time it devoted an ever greater proportion of its efforts to providing information and consultative assistance to Polish NGOs. ACAP/Warsaw collected information on various nonprofit and voluntary programs, activities and organizations in Poland, Central Europe, Western Europe and the United States. The steady flow of Polish and foreign visitors to the office also contributed in important ways to the information at the office's disposal, and this was supplemented regularly by information and materials provided by ACAP's U.S. headquarters. The two offices worked together to coordinate responses to requests

for information about resources in the U.S. As ACAP/Warsaw's Director became increasingly involved in various NGO training projects (see details below), she collected, translated, revised and shared training materials with other NGO trainers. ACAP/Warsaw shared information about resources and organizations in the U.S., fundraising, proposal development and how to work with American organizations. Both ACAP offices served, in this regard, as models of free information access and exchange.

Database Resources

Because of ACAP's close relationship with the KLON and JAWOR Databases since 1990, our staff had access to the most up-to-date information on NGOs available. With this information, ACAP was able to help Western assistance organizations to find appropriate Polish partners, to find resources and assistance for Polish initiatives and generally to determine who was doing what and where, as well as to identify needs. In addition, through an arrangement reached in 1992 with the Citizens Democracy Corps, ACAP acquired the CDC database of American assistance organizations active in Poland and undertook to verify, update and expand the information as appropriate. That process was completed in 1993 and the information given to the CDC for its final publication on American organizations active in Central and Eastern Europe. The database served as one more for useful resource for ACAP/Warsaw in assisting the Polish NGO community. At the same time, the information was incorporated into the JAWOR Database.

While ACAP/Warsaw benefitted greatly from its association with KLON and JAWOR, the relationship was reciprocally beneficial, quite apart from the original ACAP funding of KLON. ACAP/Warsaw's Program Officer, Filip Rosciszewski, at times worked as virtually a part-time member of the KLON/JAWOR staff and made important contributions to the project. Among other things, he provided extensive assistance to KLON to complete the third update of its database of self-help organizations in Poland and to publish the 1994 edition of the KLON directory and other specialized directories. He also provided technical assistance in a Polish regional project associated with KLON/JAWOR (described below).

Information Briefings for Americans

In 1993, ACAP's Warsaw staff began providing orientation information pertaining to the nonprofit sector in Poland at training sessions for incoming Peace Corps volunteers. Through its access to the KLON database, ACAP was able to offer information about specific, local NGOs to Peace Corps volunteers in order to encourage them to support local NGO projects. In November 1994, ACAP/Warsaw staff hosted a meeting with Peace Corps staffs from Hungary and Poland to assist them with information for a report to the Peace Corps about how volunteers could work with local NGOs.

In February 1995, ACAP Warsaw's Office Director was invited to help organize and deliver a specific training workshop in project management for Peace Corps Volunteers working on environmental projects in Poland.

Increasingly as time went on ACAP/Warsaw staff were consulted by U.S. Embassy staff for information and updates about the situation of NGOs in Poland. Visitors to the Warsaw office during ACAP's final year included USAID Program Officers, the Director of the Office of Development Resources, the newly appointed AID Mission Director and the Embassy's Deputy Chief of Mission. In addition, during visits to Warsaw, ACAP's U.S. staff frequently met with members of USAID and USIS staff and also with the U.S. Ambassador.

ACAP/Warsaw staff also served as frequent consultants for American foundations active in Poland and in other countries of the region. Representatives of such foundations as the German Marshall Fund, the Rockefeller Brothers Fund, the Joyce Mertz-Gilmore Foundation and the Charles Stewart Mott Foundation made a point of stopping by the office when they were in Poland to consult about developments in Poland and elsewhere in the region. ACAP/Warsaw's director assisted the Mott Foundation with its Board of Trustees meeting in Warsaw in September 1995. ACAP/Warsaw's research administrator at various times provided information and consultative services to the Ford Foundation.

Contacts with Western Europeans

Although its primary concern was American assistance to Poland, ACAP saw a need for greater communication between American and other Western assistance providers. Increased awareness of what others were doing would help to avoid duplication, provide lessons that otherwise might be missed and in some instances create possibilities for cooperative activities. ACAP U.S. staff travelling to Poland made a point of conferring with representatives of such European donors as the European Union's PHARE program, the European Foundation Centre and the French Fondation de Pologne. They also had direct contacts with such foreign nongovernmental organizations as the Charity Know-How Fund, Help Age International and others.

ACAP/Warsaw's staff was in regular and frequent consultation with European groups in Poland and, indeed, worked with them on various projects, such as the Forum of Nongovernmental Initiatives (FIP), in which the Fondation de Pologne was also one of the organizers. Representatives of European organizations also visited the ACAP/Warsaw office on trips to Poland. ACAP/Warsaw's director had contacts with many European groups through the TEMPUS Project (with which she worked in off-duty hours) and with German and Spanish groups through her collaboration with the Polish Children and Youth Foundation, her attendance at the Salzburg Seminar and

other channels. The range of staff contacts was further extended by attendance at conferences arranged by European organizations. ACAP's last Program Officer had her own impressive array of foreign contacts that she had acquired prior to her work with ACAP. All of these connections helped ACAP in its work by broadening its understanding and enabling it to better focus its own efforts.

Rockefeller Brothers Fund Report Distribution

In 1993 ACAP/Warsaw was asked by the Rockefeller Brothers Fund to handle the distribution in Poland of its report, The Rebirth of Civil Society, the Nonprofit Sector in East Central Europe. Several hundred copies of the report in Polish, as well as a considerable number in English, were distributed to Polish government leaders, key figures in the NGO sector, academics and many others.

Information about American Companies in Poland

In 1994, ACAP researched and compiled a listing of American corporations in Poland. The list included up-to-date contact information, a summary of the company's product line and a brief history of each company's charitable interests. ACAP made the list available to Polish NGOs interested in corporate fundraising, on an individualized basis (including the Ochota Association of Self-Help Groups).

NGO Directories

In an effort to ensure that useful information relevant to Polish NGOs would be available after its offices closed, ACAP in 1995 introduced the Center for Civil Society International (CCSI) to the Regardless of Bad Weather Foundation. (CCSI, based in Seattle, is the creator of Civil Society: USA, a directory of select U.S. NGOs designed for the Nonprofit community in the former Soviet Union; the Regardless of Bad Weather Foundation, in Warsaw, is the creator of the KLON and JAWOR databases.) ACAP's Warsaw staff consulted with other NGO leaders in Poland and determined that Civil Society: USA could be usefully adapted for the Polish NGO audience.

ACAP's U.S. office helped to coordinate the project at the start and provided some editorial advice about what information ought to be included. ACAP/Warsaw staff assisted the Regardless of Bad Weather Foundation in producing what proved to be a successful proposal to obtain funding for the project directly from a private American foundation. This project is now underway and will be completed without ACAP's assistance. It will be an important source of information for Polish NGOs about civil society in the United States.

Information on American PVOs

ACAP's U.S. staff over time systematically collected information and built up files on American private voluntary organizations that are active in Poland. From those files we developed a database containing the most up-to-date information about nearly 150 American organizations. In September 1995 ACAP donated both the files and the database to BORDO, the information center for NGOs in Warsaw. In addition, upon BORDO's request, ACAP staff supplied an outline of recommendations and considerations for Polish NGOs seeking American partners, to assist those NGOs in utilizing the files and the database. ACAP also provided the database to the American Embassy in Warsaw, to the Polish Embassy in Washington and to the Polish Library in Washington.

Collaboration with Polish NGOs

ACAP/Warsaw had wide ranging contacts among Polish NGOs, whose number expanded rapidly during the years of ACAP's existence. Such contacts were natural given the facilitative, information-sharing nature of ACAP's work and its aim of assisting in the development of the nongovernmental sector. ACAP/Warsaw was a central and respected player in a group of leading Polish NGOs and although not itself a Polish NGO was accepted as a member of this community.

Bilateral Ties and Assistance

ACAP/Warsaw worked with many Polish individual nongovernmental organizations in a variety of ways, e.g. lending assistance on a particular project, serving as a consultant, or, as we have seen, providing information and facilitating contacts. These activities have been detailed in our quarterly reports to AID. The following are some examples of organizations with whom the staff worked:

- BORIS, the Support Office for the Self-Help Initiative Movement, founded in 1992. ACAP/Warsaw's Director was a member of the BORIS board of directors and was involved in its creation. BORIS's main objective is to strengthen the operational capacities of the large number of social service NGOs in the Warsaw Voivodship through training and counseling and to promote cooperation between such organizations and government authorities. It employs the KLON database in its work and serves as a regional center for keeping it updated. In 1993 ACAP/Warsaw was responsible for administering a grant to BORIS from the German Marshall Fund.
- BORDO, the Information Center for Nongovernmental Organizations. ACAP Warsaw staff contributed to building a resource library for NGOs and provided technical assistance in computer operations. At the same time ACAP headquarters provided information on American foundations for a BORDO

publication, "Grants, Funds and Program Assistance," and supplied materials for BORDO's library.

- Polish Children and Youth Foundation, a highly respected NGO. ACAP/Warsaw's Office Director assisted in program design and evaluation, served on the grant committee that awards fellowships to promising youth leaders in NGO work and provided technical assistance on a continuing basis to the Foundation's Leadership Enhancement Program.

- Civil Society Development Program (operating in Poland and Hungary). ACAP/Warsaw's Research Administrator has been an integral part of this project and has acted as senior advisor to the Polish program. ACAP/Warsaw's director served as a regular consultant and provided direct assistance to the CSDP staff in their training initiatives.

ACAP/Warsaw worked closely with numerous other Polish NGOs on a variety of issues. The organizations included, to list a few, the Foundation for Social and Economic Initiatives, the Helsinki Foundation, the Center for Pluralism, the Foundation in Support of Local Democracy, OIC Poland in Lublin, and Asocjacje (a national NGO newsletter). ACAP/Warsaw had frequent contact and exchanged information with the leadership of the Civic Dialogue program (one of the PHARE programs funded by the European Union) with particular focus on training programs. It also worked with the Polish Psychological Association in Krakow on a number of programs.

Conferences and Coordination Activities

ACAP/Warsaw was looked upon for assistance in coordinating, helping to organize and participating in planning local, national and regional conferences in the NGO sector. ACAP/Warsaw staff's expertise, broad experience and wide range of Polish and foreign contacts all came into play in these various efforts. In the 1992-93 period particularly, foreign assistance providers frequently consulted with ACAP/Warsaw's director concerning conferences, actual or merely proposed, to be held in Poland. As time went on, more of ACAP/Warsaw's time was devoted to Polish conferences.

In 1993, for example, ACAP/Warsaw:

- Was one of the organizers (along with the Polish Welfare Association and Foundation, the Gdańsk Wojewodzki Zespól Pomocy Społecznej, and the Polish Foundation for Children and Youth) of the Third Polish - American Conference on Community Self-Help. The conference was held in October 1993 and focused on youth issues.
- Was asked to suggest NGOs to be invited to a Carpathian EuroRegion Conference addressing cross-border cooperation

in economic and community development held in Sanok in mid-October.

- Provided assistance to the International Fundraising Group for a regional fundraising workshop that brought NGO representatives from throughout Eastern and Central Europe and the Baltic states to Warsaw in December.
- Was invited by a small group of leading Polish NGOs to become one of the organizers of the first national Forum of Nongovernmental Initiatives. The Forum's main objectives are to present the Polish nonprofit sector publicly in a national setting, highlight model programs, facilitate the exchange of experience and encourage long-term communication and cooperation.

During 1994 ACAP/Warsaw's conference activities centered on the national Forum (known in Poland as "FIP"). The purpose of FIP - the first event of its kind in Poland - is to bring together NGOs from throughout the country and present the nonprofit sector to the public and government authorities. The Forum will enable participants to showcase model programs and exchange experience and will encourage communication and cooperation among NGOs. ACAP was a member of the FIP organizing committee. ACAP/Warsaw staff assisted with organizing and fundraising efforts and provided training and technical assistance in information services as related to the project.

The national event, now scheduled for June 1996, has been preceded by several regional forums. The first of these was held in Gdansk in May 1994; ACAP staff participated and were involved in planning for the follow-up of the event. (The Gdansk FIP was so successful that it stimulated a number of smaller FIPs across northern Poland.) ACAP/Warsaw also assisted NGOs in the Lublin area in planning their regional FIP during the summer of 1995. In October 1995 it was arranged for the FIP staff to move into the office space formerly belonging to ACAP, and several pieces of ACAP equipment were donated to them.

ACAP staff were also invited on a number of occasions to participate in conferences elsewhere in Europe. In 1994 ACAP/Warsaw's director took part in United Way International's world conference in Budapest, where she chaired a plenary session.

Training and Technical Assistance

Nonprofit Training Initiatives

As ACAP/Warsaw gained experience it became increasingly involved in NGO training activities. These were far too numerous to list here (all have been listed in our quarterly reports), but 1994 may be taken as an example of a year in which there was

considerable activity of this sort. During that year Office Director Joanna Jurek was heavily engaged in planning and organizing training workshops and related technical support for Polish NGOs in the Warsaw area. These activities included, among others:

- Ongoing contributions to the NGO Leadership Enhancement Program, conducted by the Polish Foundation for Children and Youth.
- Serving as a resource to BORIS for their NGO training program.
- Presenting a workshop in proposal writing for BOSIF, the Office for Servicing Associations and Foundations.
- Assistance in developing and securing funding for a training program for leaders of human rights organizations sponsored by the Helsinki Foundation.
- Conducting a workshop in proposal writing and fundraising for the (Ochota) Association for the Support of Self-Help Groups.
- Serving as a consultant to TEMPUS, a European-funded exchange and training program, evaluating projects and assisting in the design and implementation of training programs for youth leaders and educational professionals.

Technical Assistance

During the same period ACAP/Warsaw's Program Officer, Filip Rościszewski, provided a variety of technical and information services to Polish NGOs, such as:

- Staff training to start up basic computer operations and databases for BORIS, BORDO, and the (Ochota) Association for the Support of Self-Help Groups and FIP.
- Training the staffs of newly formed Regional Support Centers in five Polish cities. These centers utilize the KLON database in their work.
- Technical assistance in database development and management for TUS, a Warsaw-based foundation that provides specialized commuting services for the disabled.
- Computer training for the staff and assistance in database management for the Forum of Nongovernmental Initiatives (FIP).

Human Resource Development

Throughout the grant period ACAP gave considerable attention to developing the potential of the Polish staff. The objective was

two-fold: to enhance their capacity, individually and collectively, to carry on the work in which ACAP was engaged and to equip them to contribute over the long run, in ways of their own choosing, to the betterment of Polish society. ACAP was particularly fortunate in having as members of this small staff individuals of talent and a high degree of dedication.

ACAP brought Polish staff members to the United States to learn more about the subject areas in which they were involved, and U.S. staff, on visits to Warsaw, provided instruction in financial and other forms of management. We also encouraged staff members to take advantage of opportunities (such as fellowships, seminars, participation in international conferences) to broaden their experience and build their expertise. ACAP/Warsaw's director received an Eisenhower Fellowship to study nongovernmental organizations in the United States and later attended a Salzburg Seminar session on NGOs.

At the same time, ACAP/Warsaw staff members rapidly developed their individual capacities through their own work, as they steadily expanded the breadth and variety of activities they conducted in support of the Polish NGO community. ACAP headquarters required regular and frequent reporting from the Warsaw staff, something that they initially resisted but later recognized as an important organizational tool, but it also encouraged the Polish staff to take the initiative in responding to needs as they saw them on the ground in Poland. The cumulative effect of all this resulted in better ACAP programs in Poland and staff members who would be in a position to apply their skills effectively after ACAP had departed.

Regional Information Sharing Project

Based on its experience with NGOs in Poland and a general acquaintance with developments in the nongovernmental sector elsewhere in the region, ACAP became convinced that NGOs in the various countries would benefit from learning more about each other's activities. American private voluntary organizations working in the region could also benefit. Thus, in September 1994 ACAP began a project to promote information sharing among American PVOs and indigenous NGOs in Central and Eastern Europe and the Baltic states. While the project per se was not funded by AID (a grant was obtained from the National Endowment for Democracy), it would not have been possible without the infrastructure that AID funding had provided and was an outgrowth of the numerous other activities in which ACAP had been engaged.

In addition to promoting the exchange of useful knowledge across borders, the project was designed to encourage American PVOs to serve in effect as models of information sharing in the countries in which they were working. This, it was hoped, could contribute in some small measure to the democratization process in the developing nonprofit sector. ACAP directed the information collection effort, working in collaboration with a core group of American PVOs that had close linkages with the various NGO

communities in different countries and were committed to information sharing. ACAP also collaborated and shared information with the NGO Information Centers in each country (including BORDO, in Poland), with the in-country offices of the AID-funded Democracy Network Program and with a number of other regional partners. ACAP's Warsaw office also played a role, collecting information in Poland, advising on local information needs and communication linkages and disseminating information in Poland.

The project produced a compilation of data about NGO information and resource centers, NGO directories and databases and selected NGOs in each country. The information was made available, through a variety of mechanisms, to NGOs throughout the region. The information is now available through BORDO to Polish NGOs who might be seeking regional partners and cross-border relationships. The project also gave ACAP a final opportunity to showcase Polish achievements in the Nonprofit sector.

III. Conclusions: Significance of Grant Activities

A. Importance of Grant for ACAP Activities

The grant that ACAP received from AID, termed an "institutional development grant," rested on the cooperation of two AID elements: PVC, which provided the larger portion of the funding; and ENI/HR/EHA, whose contribution was designated for activities in Poland. Both contributed to institutional strengthening: the former provided an essential contribution to infrastructure (premises, equipment, communication costs), portions of staff salaries, travel costs, monitoring and evaluation; the latter covered a major part of the cost of maintaining the Warsaw office as well as funding various activities.

This grant accomplished precisely what it was intended to do. It enabled ACAP to:

- Strengthen itself and establish an institutional base on which it could build and become an effective organization.
- Attract private grants. AID's grant thus had a substantial leveraging effect.
- Maintain an effective Warsaw office. ACAP opened the office with a small grant from private sources, but that could not begin to cover what was required for a professional operation.

The AID grant had a multiplier effect. Provided with a sufficient institutional base, ACAP was able to undertake a variety of activities on the basis of this grant and grants from other sources. Thus, far more was accomplished than would have been possible with a single-project AID grant. At the same time, the grant allowed sufficient flexibility for ACAP to respond to changing conditions and to permit programs to evolve to meet them.

Through its PVO meetings, consultations and other activities ACAP also provided assistance to many American PVOs that themselves received funding from AID. As a result, ACAP's work served to enhance, indirectly, a number of other AID-funded projects.

B. Importance of PVO Meetings and Consultative Assistance.

1. PVO Meetings

The high attendance over a period of several years, the continuing appearance of new members and the evident desire of the participants to see the meetings continued in some form after ACAP departed leave no doubt that the meetings filled a genuine need. ACAP was constantly told, even by those who could attend only occasionally, how useful the meetings were to them. There is no doubt that the reports of the meetings were widely read and appreciated, not only by attendees but by many people who did not attend the meetings. This was true both in the United States and Poland. Many people in both countries told us that they counted on these reports to keep informed on what was happening. The director of a leading Polish foundation, to take one example, described himself as an avid reader of the reports, which he called "an essential networking tool." As noted in Section II, the number of reports sent out steadily increased, reaching approximately 300 at the end. We know from what we have been told that the reports were passed around, so the actual readership was considerably larger.

The impact of the meetings, quite apart from the evident satisfaction of attendees and report readers, although perhaps not susceptible to quantification, was real and cumulatively large. The meetings' primary purpose was educational: to help PVOs carrying out programs in Poland to become more informed about the country and its actual needs. The emphasis was upon a "needs driven" rather than "supply driven" approach to assistance. Further, PVOs could learn what others were doing and thus avoid duplication, something which was always a potential problem, but particularly so in the early stages. As time went on these organizations began to be able to share with others the lessons they had learned. At the same time, American PVOs, most of whom tended to be focused on their own programs and not to be broadly informed about what was happening in Poland, were able to learn of Polish initiatives and the increasingly important work of Polish NGOs.

One thing that became apparent, particularly in the last two years of the program, was that the quality of the discussion at the meetings improved over time. Many of the participants had gained experience in running programs in Poland and were able to pass on some of what they had learned. Many seemed to acquire a greater degree of perspective about what they were doing and about the role of American assistance. It was also our strong impression that the meetings were having a cumulative effect. As time passed we found a higher degree of sophistication in the discussions, a level of understanding that earlier we could not have taken for granted and

a receptivity to topics that in the first two years we might have hesitated to introduce because of lack of interest.

The meetings also provided an ideal setting for networking among PVOs. The meetings, which lasted for an hour and a half, were invariably followed by a period of informal discussion in which participants made contacts, compared notes and established professional relationships. In some instances we are aware that these led to cooperative arrangements; no doubt there were other instances of which we had no knowledge. In conducting these meetings ACAP assumed the role of facilitator, as well as educator, and there is no doubt that the facilitative aspect was significant. The meetings in this sense had a "leveraging" effect, producing results that extended well beyond the individual event.

These meetings also led both directly and indirectly to a very large number of bilateral consultations with ACAP on the part of American organizations interested in Poland.

2. Consultative Assistance

ACAP's quarterly reports to AID set forth in detail the enormous number of occasions in which ACAP staff were called upon for consultation about projects in Poland or for assistance in making contacts with appropriate individuals or institutions. It would have been far beyond our means to attempt to keep track of the outcome of these consultations, although in numerous instances we did know that projects proceeded and we knew what contacts or information had been provided by our office in Warsaw. But it is obvious from the sheer volume of consultations alone that our advice was sought and valued. Many consultations were extended over long periods of time. We often became in effect regular consultants with organizations that maintained their interest in Poland over a series of actual or prospective projects. In a few cases, such as that of the Delphi International Group in Ochota, we became actual partners. In others, such as the case of Goodwill Industries International, the Virginia Local Government Management Association and United Way International, we were closely associated for several years and lent assistance in getting their projects started. A few details on these last three help illustrate how the consultative and facilitative process can work.

Goodwill Industries International. Problems of the disabled were mainly ignored in the communist era in Poland. Although attitudes are now changing and some progress has been achieved, much remains to be done. Thus, Goodwill's involvement in Poland is timely and important. Although the process took time, a Goodwill organization, Dobra Wola, has been established in Warsaw. This is a Polish nongovernmental organization, designed by Poles to fit Polish conditions.

Without ACAP's assistance the Goodwill project would not have reached fruition, or at least not anytime soon. ACAP staff in both the U.S. and in Warsaw - in particular the Association Coordinator and our Warsaw Program Officer - were involved in

nearly every aspect of the preparations. One of ACAP's unofficial functions, which in retrospect was clearly essential, was to help readjust the perceptions of the American and Polish parties involved. Each at various stages entertained unrealistic assumptions, one as to what was appropriate for Polish conditions, the other as to what could be expected from the Americans. It is clear that ACAP's help in bridging these gaps was an important element in the project's realization.

Notwithstanding the variety of tasks it performed in this project, ACAP's role throughout remained that of a facilitator. The project's realization depended ultimately upon Polish initiative, and the plan that emerged was designed by Poles to meet Polish needs. From ACAP's standpoint, the project serves as an example of the manner in which we sought to work in Poland. At the end of ACAP's tenure in Poland, we can report with satisfaction that the legal establishment of Goodwill in Warsaw is imminent.

Virginia Local Government Managers Association. In early 1991 the executive director of the VLGMA came to ACAP to explore the idea of finding some way to assist the development of Poland's fledgling local governments (local governments had been elected for the first time in the spring of 1990). Clearly this was an important area for assistance. Through its Warsaw office ACAP arranged meetings for the VLGMA official with various local government people to see what might be done. As the result of this trip the VLGMA began to put together a project under which retired Virginia city and county managers would go to Poland for periods of two or three months to spend time with selected local government counterparts. The project was later expanded to provide for shorter visits of Polish local officials to Virginia cities and counties. ACAP then served as a consultant on funding, providing advice on a proposal to USIA, which in due course agreed to support the project.

The program has proved to be extremely successful. Some 60 local government officials have been exchanged between the two countries, and the University of Virginia has added a component whereby it hosts a Polish official each summer in its program for training U.S. local government executives. As the result of this program, which still continues, not only have Polish officials acquired valuable knowledge about handling problems on the local level, an entirely new field in Poland, but ties have been established between individuals and between Polish and American communities that are likely to bear fruit for years to come.

United Way International. ACAP's relationship with United Way International was atypical, in that it began as an attempted partnership. In 1990 ACAP sought and obtained from UWI funding assistance to open a Warsaw office, and it continued to receive contributions in the following two years. The assumption was that UWI would use the office as a base from which to conduct programs, and the office in that period was described as the "ACAP/United Way office." United Way International, however, had no programs to offer for Poland at that time. After 1992 the organization fell

into financial difficulties, following the troubles that engulfed United Way of America, and its contributions to the Warsaw office ceased.

As the Polish market economy developed and economic conditions improved, and as the Polish NGO sector expanded, ACAP believed that United Way International had something positive to offer in Poland in the field of charitable fundraising. UWI held similar views, but lacked the resources to embark upon a Polish program. Still, there was sufficient interest, bolstered by at least the prospect of future funding, to stimulate several trips by its representatives to Poland. Ultimately, UWI developed a plan, found a sponsor and began to set up a Polish program. It is hard to judge whether UWI would have succeeded without ACAP's help in this drawn-out process, but there is no doubt that ACAP's continued interest and the very considerable amount of consultation and facilitative services it provided was important to the ultimate outcome.

C. Assistance to the NGO Sector

From its earliest days ACAP emphasized the importance of supporting the work of nongovernmental, mainly local organizations that have multiplied in Poland in the post-communist period. Such organizations not only deal with critical human needs, but as genuine grassroots efforts they serve as training grounds and models for voluntary cooperative efforts in the service of society. As their numbers and capabilities have grown they have gradually become recognized as constituting a sector (a "Third Sector", the others being government and private business) with an important part to play in the development of civil society. These NGOs, as they are called in Poland, form, in our view, one of the essential building blocks of democracy.

ACAP was well "ahead of the curve" among American organizations in assisting the NGO sector in Poland. At the time ACAP started, Polish nongovernmental organizations were in their infancy: few in number, inexperienced and eager for almost any kind of help they could get. The product of genuine grassroots initiatives, they were high in motivation, and over the past 5-6 years their numbers have grown dramatically. Western donor interest has likewise increased. In 1992 the Rockefeller Brothers Fund issued their ground-breaking report, The Rebirth of Civil Society, the Nonprofit Sector in East Central Europe. By this time they and a few other foundations were beginning to give serious attention to the NGO sector. In 1994 AID announced its Democracy Network Program, which became operational in Poland in the following year.

Our discussion in Section II outlined the major programs in which ACAP was engaged in Poland during the grant period. The following comments will try to indicate the significance of individual activities.

1. Database

The KLON Database was by any measure a great success. The initial funding provided through ACAP enabled its authors to produce a database that instantly became a model of what such a database could be and became an invaluable source of information for those in Poland concerned with social services as well as those concerned with the developing NGO sector. The Polish Ministry of Labor and Social Policy (which at that time recognized the role that nongovernmental organizations would have to play in service delivery) took an interest in it almost from the start and drew upon information from the database even before it was completed.

Since the original database was completed it has been continuously updated and expanded. As described in section II, the KLON database was followed by the JAWOR database covering all NGOs in Poland. These databases have been enormously important to the Polish NGO movement. Once their merits and the capabilities of its authors had been demonstrated, funding for updating and expansion was obtained with relative ease.

These databases have aroused much interest abroad. The staff has received inquiries from the Baltic states, other countries in Central and Eastern Europe and even France about using KLON/JAWOR as a model. A relationship has also been established with the European Foundation Center in Brussels. Both KLON/JAWOR director Kuba Wygnanski and former ACAP/Warsaw Program Officer Filip Rosciszewski (on behalf of KLON/JAWOR) attended European Foundation Center conferences to describe the databases. Johns Hopkins University's Institute of Policy Studies has also sought information from the databases for its International Third Sector Comparative Project.

Each successive KLON/JAWOR venture has led to further projects. The network of five regional NGO support centers (known by its Polish acronym as "ROW") is one example, a direct outgrowth of the KLON project. Another example is a project now well underway to establish, first in the Warsaw region and eventually in other parts of the country, a center to provide individual citizens with information on social services, both governmental and nongovernmental, and to advise them of their rights under the law. The Warsaw local government is contributing to this project. The director of the KLON/JAWOR Database, Kuba Wygnanski, is a central figure in this project, as is ACAP/Warsaw's outgoing Program Officer, Ija Ostrowska.

2. Delivery of Surplus Supplies

ACAP's distribution of humanitarian supplies to approximately 100 small grassroots organizations throughout Poland, which was accomplished mainly in the years 1989-92, filled a widespread, urgent need for material assistance. The letters we received from many of these groups and their reports of how they were putting these gifts to practical use indicated how badly even the most basic kind of help was needed at that time. The supplies helped to

strengthen these small organizations by enabling them to do their jobs better. The distribution process helped coincidentally to advance data collection for what became the KLON database, since the information was needed to identify potential recipients of the supplies.

By the time our distribution of supplies ceased, ACAP had already launched its Ochota project and was beginning to contribute to NGO development in other ways. By this time, too, the need for such supplies had lessened, although there were certainly many small organizations that could have benefitted from continued deliveries. Nevertheless, with respect to this program the early post-communist years were the critical ones, and it is clear that in this period the program made an important contribution. It also considerably enlarged ACAP's understanding of grassroots organizations and their needs.

3. The Ochota Project

The broad purpose of the Ochota project was to encourage citizens' participation in community-supported activities directed toward civic responsibility, service delivery and cooperation with local government. This aim was achieved, with the partial exception of the last point. Cooperation with the Ochota local government developed well in the first stages of the project, until a change in government, in which the newcomers condemned all the acts of their predecessors, resulted in a cessation of interest on the part of the local authorities. The effect on the members of the Association was to reinforce their views on the importance of nongovernmental grassroots organizations, and in that sense it seems to have given them added strength.

In a final meeting with ACAP in September 1995, the Association's Chairwoman emphasized how important the project had been, even in the year that elapsed before ACAP could provide direct support, in raising members' hopes about what they could accomplish on their own. It is easy now to forget that in the immediate post-communist period most of these "self-help" groups had no experience and almost no notion of what groups in the United States or elsewhere were doing. It is clear in retrospect that encouragement and confidence building was one of the most valuable things that the project had to offer. This, even more than the mechanics of constructing and legalizing the Association, essential as that was, may have been the project's most important contribution.

One could observe as the project progressed a steady growth in confidence on the part of the members. Here the AID-funded training organized by Delphi played a very important part. The study tour in the United States in early 1992 was an eye-opening experience for many participants, showing them that they, too, could begin to do what American organizations they visited were doing. The training sessions in organization, management and fundraising that followed also raised confidence as well as capabilities. And as the project progressed, as members worked to

legalize their association and, importantly, gained in experience in working together in common purpose they became increasingly conscious of their strength and abilities.

In assessing the Ochota project one must constantly bear in mind what the participants' interests were and how they saw those interests. The many individuals who participated were all members of individual "self-help" groups, for whom the activities of their groups were, understandably, their primary concern. This was true whether theirs was a group to help alcoholics, to assist the elderly or poor families with many children, or to provide other kinds of services. These people, moreover, were all terribly busy, working at their jobs, caring for their families and at the same time providing volunteer services. Getting them together for a meeting, as association coordinators quickly discovered, was in itself a major undertaking, further exacerbated by the poor communications facilities then prevailing even in Warsaw.

The aim of the organizers of the association was to create an organization that would help member groups perform their services better, and it is greatly to their credit that they never lost sight of this fundamental purpose. Once they had reached the point where they could raise funds, these funds, in the form of small grants, were provided to individual member groups for their activities. In several cases this was handled through a competitive application process upon which the members had agreed. Some member groups, assisted by the association coordinator, also began to prepare individual grant proposals.

In a few cases practical objectives that the association had agreed upon had to be set aside, either because time did not permit or because association leaders saw other priorities, especially the programs of member groups, as more important. The most notable of these was the creation of a resource center which would serve the members as an information source as well as a place for meetings and various activities. The center was an idea that these leaders all supported in principle, but other, more pressing interests had to take priority. As things worked out, the ACAP funded "office", once it had moved to larger premises, was able to serve as a location for meetings and training and therapy sessions that member groups organized.

When the project ended the main practical objectives had been achieved. A well structured, legalized association had been created, serving the interests of its member groups, beginning to raise money for specific purposes and serving as the locus for various activities. While still associated with the Ochota area, it had chosen not to limit itself only to that district and was beginning to establish relationships with other NGOs in Warsaw. There is no doubt that the broad, intangible objectives referred to above relating to citizen participation and cooperation had also been met, although these are by definition open-ended, part of a process that one hopes will be ever expanding. Looking back over the four years of the grant period, we believe that much was achieved, at modest cost.

4. NGO Information Clearing House

In its operations both in the United States and in Poland ACAP placed great emphasis upon information and its broad dissemination, believing that accurate, relevant, timely information was essential to effective American assistance efforts in Poland and to the Polish NGO community. ACAP also stressed the importance of information sharing. It seemed obvious that American assistance to Poland would be more effective if assistance providers shared their knowledge and experience among themselves and with others. In many respects information sharing was even more important in the Polish context, since the concept of free access to information and of freely sharing information with others had been totally alien to Poland's communist rulers and was poorly developed in the new post-communist society.

ACAP's U.S.-based efforts to disseminate information and promote information sharing among American organizations through its PVO meetings and its innumerable bilateral consultations have already been described. The importance of these efforts probably requires no further elaboration. It is simply worth noting here that in its emphasis on collaboration and openness ACAP served as a model not only for emerging Polish organizations, as discussed below and elsewhere in this report, but for American PVOs as well.

With respect to the broad spectrum of ACAP information efforts in Poland a few comments may be useful. ACAP/Warsaw served as an information and reference center during a critical period when Polish NGOs were beginning to get started and when access to information on American organizations and potential partners was of great importance to them. Newly emerging NGOs in post-communist Poland had little knowledge of Western organizations from whose experience they might benefit and with whom they might establish useful linkages. Similarly they wanted access to informational materials that could help them in their work.

ACAP/Warsaw helped to meet these needs in a variety of ways, described in Section II. These activities increased markedly as time went on. The office received a steady stream of inquiries and NGO visitors, stimulated by its proven ability to respond and by ACAP/Warsaw's overall reputation for competence and seriousness of purpose. ACAP/Warsaw also endeavored to serve among its many NGO friends and partners as a model of openness and readiness to share information. While the impact of this is difficult to judge, it was a conscious part of the role it played in the NGO community.

Although coordination of Western European and American assistance efforts was an idea yet to be translated into reality, ACAP sought whenever possible to improve communication among assistance providers and, as opportunities presented themselves, to work cooperatively with European groups. There were many instances of ACAP staff helping Western Europeans or Americans to become better informed about what the other was doing. It was through ACAP, for example, that the director of the EU's Civic Dialogue Program in Poland was first informed about AID's new Democracy

Network initiative, a program that was of considerable relevance to her own work.

There is no doubt that familiarity with European programs and personal relationships with the people carrying them out enhanced ACAP's effectiveness in its own work with Polish NGOs. ACAP was able to engage in activities that complemented those of others, rather than working at cross purposes, and its relationships with Polish NGOs, many of whom were developing links with European organizations, were stronger as a result. In a number of cases, as in the Forum of Nongovernmental Initiatives (FIP) or the Polish Children and Youth Foundation's Leadership Enhancement Program, ACAP staff members worked together with representatives of European organizations in common projects. In other instances, ACAP/Warsaw's director was able to suggest useful European contacts for Polish NGOs in connection with specific projects they had in mind.

5. Collaboration with Polish NGOs

ACAP/Warsaw succeeded to a degree unmatched by most, if any, other American organizations in working in a wide variety of ways on a genuinely collaborative basis with Polish NGOs. It was able to do so in major part because of the high competence and motivation of its all-Polish staff, whose contacts in the NGO community were very broad and whose dedication to the development of the NGO sector was unquestioned. Its success was also a reflection of ACAP's own policies and the way they were perceived in Poland. ACAP was seen in one respect as an American representative to the Polish NGO community (and to an extent as their representative to the American NGO community in the United States). At the same time, ACAP/Warsaw was felt in a sense to be a part of that Polish NGO community, and its staff members were accepted as regular participants in it, part of a central group of leading Polish NGOs. All of this enhanced ACAP/Warsaw's overall effectiveness and, of course, increased its understanding of the community that it was serving.

In its collaborative activities with Polish NGOs ACAP/Warsaw was able to bring to the task its expertise (for example, knowledge of the Polish NGO sector, computer/information skills, or experience in NGO leadership enhancement programs), its knowledge of and links with American organizations, its understanding of the US donor community and the possibility that ACAP might be able to assist in some way if appropriate. The nature and extent of the collaboration varied with each project. In every case, it is safe to say, the ACAP collaboration brought benefit to the project at hand. In all cases the collaboration contributed in some way to strengthening the Polish NGO sector.

6. Conferences and Coordination Activities

ACAP activity in this field could equally well be termed "collaborative," and the same factors noted above operated here as well. ACAP/Warsaw's conference and coordination work drew upon the

staff's knowledge of the Polish PVO sector and on their American connection. The conferences described in Section II were of different kinds, but all pursued useful purposes. No doubt the most important is the national Forum of Nongovernmental Initiatives (FIP), which will take place in June 1996. As events go, this one is likely to have a significant impact in terms of publicizing and assisting the NGO movement. The regional "FIPs" that have preceded it have already had some impact. ACAP's role in this process has been much valued by the other organizers, who told us at the start that they were pleased to have an American organization represented in this effort. Joanna Jurek, ACAP/Warsaw's former director, is continuing to participate as one of the original organizers.

7. Training and Technical Assistance

When it commenced its operations ACAP was not equipped to provide training and had no plans to do so. However, over time ACAP/Warsaw's director, Joanna Jurek (who had had long practice as a teacher of English at the Warsaw Polytechnic), acquired considerable knowledge and expertise in providing training for NGOs, a subject in which she quickly developed a strong interest. While capable of serving as a trainer herself, something that she did on many occasions, she also exhibited notable strengths as a designer and organizer of training to meet the needs of individual nongovernmental organizations and as an evaluator of training programs. As time passed she was in much demand to assist NGOs in this way. ACAP headquarters gave her considerable latitude in responding to such requests, so long as this did not interfere with her other duties, since she was clearly the best judge of whether in individual cases her assistance would be useful. That this assistance was indeed beneficial is not open to question; she had more requests than she had time for, and this pattern has continued since the ACAP/Warsaw office was closed.

Although training was never a major part of ACAP's program, it fitted in perfectly with the other work that ACAP was doing, and Ms. Jurek's capabilities in this respect were undoubtedly enhanced by the broad exposure she had to the NGO world through ACAP's other activities. By the same token, training activities gave her (and ultimately all of us) additional insights into Polish NGOs and their needs, thus making ACAP a better advisor and consultant to the NGO community.

Similarly, the technical assistance that ACAP/Warsaw provided in the computer and information field was a byproduct of other activities. Filip Rosciszewski, ACAP/Warsaw's Program Officer through most of this period, was trained in information sciences at Warsaw University, but it was his on-the-job experience at ACAP that enabled him to acquire his expertise. During much of his tenure he worked almost daily with the KLON/JAWOR Database staff (who occupied offices on the same floor of the building in which ACAP was located). His responsibility for expanding the ACAP (CDC) database of American organizations in Poland, which was designed so that it could be merged into JAWOR, and his very considerable direct assistance in producing the KLON and JAWOR databases gave

him knowledge and skills that he could use to help others. Thus, he emerged as the obvious trainer for the staffs of FIP and BORDO and the right person to instruct the new staffs of the regional support centers (ROW) in their function of maintaining and updating the KLON database for their respective regions. As was the case with Ms. Jurek, his overall understanding of the NGO world was a distinct asset in insuring the relevance of his teaching to his clients needs, and his understanding of the importance of the free exchange of information unquestionably enhanced the value of his overall contribution.

D. Human Resource Development

ACAP's approach to staff development had the two-fold objective of equipping the Polish staff to carry out ACAP programs with maximum effectiveness and helping them to acquire knowledge and skills that would serve them well after ACAP had departed. We achieved both of these objectives. The staff's ability to carry out ACAP's mission in Poland should be evident from the foregoing discussion. Their work challenged their abilities, and they met the challenge superbly.

Equally important, by the time ACAP/Warsaw closed its doors these individual staff members were well equipped to apply their skills and experience to other useful endeavors in Poland. All, in fact, have begun to do so. One of them, some months before we closed, took a post with the United Nations Development Program in Poland, a position in which his skills have been most usefully employed in bringing foreign experts to Poland. Another played a leading part in planning and fundraising for what will be Poland's first social information center and is expected to become the director of the center in the near future. ACAP/Warsaw's administrative assistant, who improved her skills markedly and who assumed an ever broader range of responsibilities during her work with ACAP, immediately upon ACAP/Warsaw's closing took a position with an NGO with whom ACAP/Warsaw had been associated. ACAP/Warsaw's director became instantly involved in a range of projects with several Polish NGOs, her only problem being that she has had too many competing demands upon her time to satisfy them all. There is no doubt that, as the result of their ACAP experience, our former Polish staff members will serve Poland well in the future.

E. Key Elements in ACAP's Success

Many factors (in addition to funding) contributed to ACAP's success. The principles guiding ACAP's operations, which are set forth in Section II.A. of this report, provided the basis and the overall framework for ACAP's work. They were also fundamental elements in ACAP's success as an organization. There is no need to repeat those principles here, but a few points are worth noting.

ACAP adhered strictly to its view of itself as a service organization, whose aim was assistance to Poland. This served to focus its energies. At the same time, its steadfast adherence to

this principle gave it credibility, especially among Poles, but also among the American organizations with whom it worked. This credibility was buttressed by our early decision to set a time limit on our operations, thus underlining the point that ACAP's activities were not designed for purposes of self-promotion or to ensure its continued existence as an organization. The time limit had the added benefit of letting our Polish partners know that at a certain point they would be on their own. We believe that it also strengthened our case with many of our funders.

ACAP's emphasis upon cooperation, openness and information sharing also contributed to its credibility and, generally speaking, made it easy for others, Poles and Americans, to work with us.

ACAP from the very beginning devoted a great deal of time to consulting with Poles to determine what Polish needs were and, to the extent possible, to get them to define those needs themselves. The basic notion that we should "help Poles to help themselves" was one articulated by Poles in extensive consultations very early in our existence, and it was fundamental to the planning of our operations. Our insistence on "needs-based" programming was in fact, if not in theory, contrary to the policies followed in the early days by many American representatives, who arrived on the scene with ready-made programs to offer. ACAP had no such programs and no preconceptions based on experience in dissimilar conditions in other parts of the world.

Finally, our guiding philosophy of responding to Polish needs helped us to adhere to another of our principles, which was to maintain flexibility. The situation in Poland changed rapidly during the years in which ACAP was engaged there. This was an evolutionary process, and it was essential that our own programs evolve as well. Given the relatively broad parameters that our funders, including AID, had given us, this was not a terribly difficult path to follow, provided that we ourselves understood the situation and kept very well informed about it. We made a point of doing so. Our staff in Warsaw, with whom we communicated daily, were about as well informed as it was humanly possible to be, and ACAP's American staff travelled regularly and frequently to Poland to consult, to evaluate what we were doing and to consider modifications or new approaches.

Beyond these basic principles, a few other factors deserve mention. Most of them have been covered in one way or another in the foregoing discussion, but for the sake of clarity they are worth listing separately. These factors are:

- Knowledge of Poland on the part of ACAP leadership and staff. ACAP's first President had served as a USIA officer in Poland; his successor (who had been ACAP's Vice President) had served two tours in Poland as a State Department officer. Both had a well grounded understanding of the country. ACAP's US staff travelled frequently to Poland and made a point of learning about the country.

- Finding a Polish partner to work with at the start and quickly establishing key Polish contacts, both private and government.

- Early establishment of a Polish office, staffed by Poles, and a continuous presence in Poland thereafter.

- Access to virtually unlimited information about the Polish NGO sector. This was ensured by ACAP's connections with the KLON/JAWOR Database and by the wide network of staff contacts.

- Having a grassroots project that served as a constant reality check. The Ochota Project served this function at the same time that other ACAP programs focussed more broadly on the NGO sector as a whole.

- Professional development and expanding horizons of the Warsaw staff, and encouragement to take initiatives. This has already been discussed. It was extremely important to ACAP's success.

- Constant communication between the U.S. and Polish staffs, frequent visits of ACAP staff to Poland, and strong encouragement to the members of the Polish staff to give us their views.

IV. Particular Lessons Learned and Recommendations.

The foregoing discussion has indicated, either implicitly or directly, many lessons that ACAP has learned. The following are a few lessons that suggest specific recommendations.

1. An institutional development grant can be an extremely effective (and cost effective) mechanism for delivering assistance, as ACAP's experience demonstrates.

Recommendation: Serious consideration should be given to employing this mechanism more broadly.

2. One of the reasons this grant was successful was that it permitted sufficient flexibility, within the parameters that had been established, for ACAP to adjust its programs to a rapidly evolving situation in Poland.

Recommendation: This is a useful model to follow. While it may not be appropriate in all instances, it clearly has many advantages over more rigid approaches.

3. An important reason for ACAP's success was that it had a knowledge of Poland when it began its work. Its leaders' backgrounds enabled it to quickly gain an understanding of the situation in the new, post-communist Poland, to move quickly to establish an effective presence there and to learn what the real needs were that had to be addressed.

Recommendation: It is very important to recognize the enormous value of country and area expertise when providing grants to PVOs. Such expertise, in the overall balance, is at least as important as experience in delivering particular types of programs. Moreover, when the reverse is true, i.e. when particular program experience is the main criterion, there is an inevitable tendency to believe that a program successful in one region can be applied easily in another. This can lead--and frequently did lead in the early post-communist period in Poland--to Americans offering programs simply because they are available, without much regard for whether they are needed.

4. The intensive initial effort and the continuous attention thereafter that ACAP devoted to consulting with Poles in order to determine their needs was well worth the time spent. It resulted in programs targeted to those needs and permitted programs to evolve as circumstances changed.

Recommendation: In-depth needs assessments are critical for any program if it is to be useful. The emphasis here is on in-depth. Our observations of American organizations in Poland suggest that "needs assessments" can be conducted with a particular program already in mind and designed to produce a particular result. If there were cases in Poland in which needs assessments resulted in decisions not to go ahead with a project, we are not aware of them; AID, however, may be in a better position than we to comment on that.

5. ACAP's access to the expanding fund of information about Polish nongovernmental organizations through the KLON/JAWOR Database, combined with the ever increasing knowledge of its staff, contributed immeasurably to ACAP's understanding of the situation and its ability to be of assistance.

Recommendation: While these circumstances cannot in most instances be duplicated, it is essential that PVOs make every effort to find the best sources of information about the sector in which they are working and to draw upon such sources to the maximum extent so as to develop as broad an understanding as possible about that sector.

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American Committee for Aid to Poland, Inc.
Cost Breakdown of Domestic and Foreign Expenses
for
United States Agency for International Development
(September 26, 1991 - September 30, 1995)

Grant # EUR0158G00108700 LOC # 72001662	Domestic AID Exp.	Foreign AID Exp.	Total AID Exp.	Domestic NED Exp.	Foreign NED Exp.	Total NED Exp.	Domestic Other Exp.	Foreign Other Exp.	Total Other Exp.	Domestic Expenses	Foreign Expenses	Total Expenses
HEADQUARTERS-PROGRAM EXP.												
SALARIES & RELATED COSTS	151,794		151,794	136,963		136,963	171,149		171,149	459,905		459,905
RENT	51,817		51,817	2,600		2,600	2,446		2,446	56,863		56,863
TELECOMMUNICATIONS	16,696		16,696	2,642		2,642	1,445		1,445	20,783		20,783
TRAVEL	19,847		19,847	4,803		4,803	9,028		9,028	33,678		33,678
POSTAGE & DELIVERY	4,228		4,228	465		465	307		307	5,001		5,001
PROFESSIONAL MATERIAL	1,761		1,761	381		381	1,368		1,368	3,511		3,511
STAFF TRAINING	525		525	0		0	254		254	779		779
PROFESSIONAL FEES	18,019		18,019	3,558		3,558	3,892		3,892	25,469		25,469
	264,688		264,688	151,413		151,413	189,889		189,889	605,989		605,989
PARTICIPANT TRAINING	12,929		12,929	0		0	0		0	12,929		12,929
PROCUREMENT												
EQUIPMENT & SERVICES	1,813		1,813	993		993	5,512		5,512	8,318		8,318
MONITORING & EVALUATION												
SALARIES & RELATED COSTS	94,027		94,027	0		0	0		0	94,027		94,027
TRAVEL	21,289		21,289	0		0	0		0	21,289		21,289
	115,316		115,316	0		0	0		0	115,316		115,316

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American Committee for Aid to Poland, Inc.
Cost Breakdown of Domestic and Foreign Expenses
for
United States Agency for International Development
(September 26, 1991 - September 30, 1995)

Grant # EUR0158G00108700 LOC # 72001662	Domestic AID Exp.	Foreign AID Exp.	Total AID Exp.	Domestic NED Exp.	Foreign NED Exp.	Total NED Exp.	Domestic Other Exp.	Foreign Other Exp.	Total Other Exp.	Domestic Expenses	Foreign Expenses	Total Expenses
INDIRECT EXPENSE												
SALARIES	28,594	14,144	42,738	0	0	0	89,438	1,896	91,334	118,032	16,040	134,072
TELECOMMUNICATIONS	9,637	1,167	10,804	0	0	0	1,878	200	2,077	11,515	1,367	12,881
OFFICE SUPPLIES	7,011	2,584	9,596	508	81	589	5,398	388	5,786	12,917	3,054	15,971
PROFESSIONAL MAT	720	7	727	0	0	0	0	0	0	720	7	727
MISCELLANEOUS	7,450	745	8,194	139	0	139	6,072	1,468	7,541	13,661	2,213	15,874
TOTAL INDIRECT	53,412	18,647	72,059	647	81	72,064	102,786	3,952	106,738	156,845	22,681	179,525
PROGRAM TOTAL	448,159	181,276	629,435	153,052	11,857	236,246	298,186	31,073	329,260	899,397	224,207	1,123,604
FUND RAISING			0			0	6,577	0	6,577	6,577	0	6,577
GRANT TOTAL	448,159	181,276	629,435	153,052	11,857	236,246	304,763	31,073	335,836	905,973	224,207	1,130,180

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American Committee for Aid to Poland, Inc.
Cost Breakdown of Domestic and Foreign Expenses
for
United States Agency for International Development
(September 26, 1991 - September 30, 1995)

Grant # EUR0158G00108700 LOC # 72001662	Domestic AID Exp.	Foreign AID Exp.	Total AID Exp.	Domestic NED Exp.	Foreign NED Exp.	Total NED Exp.	Domestic Other Exp.	Foreign Other Exp.	Total Other Exp.	Domestic Expenses	Foreign Expenses	Total Expenses
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PROFESSIONAL MAT	720	7	727	0	0	0	0	0	0	720	7	727
MISCELLANEOUS	7,450	745	8,194	139	0	139	6,072	1,468	7,541	13,661	2,213	15,874
TOTAL INDIRECT	53,412	18,647	72,059	647	81	72,064	102,786	3,952	106,738	156,845	22,681	179,525
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FUND RAISING			0			0	6,577	0	6,577	6,577	0	6,577
GRANT TOTAL	448,159	181,276	629,435	153,052	11,857	236,246	304,763	31,073	335,836	905,973	224,207	1,130,180

APPENDIX A

TWENTY-NINTH MEETING
PRIVATE VOLUNTARY ORGANIZATIONS ACTIVE IN POLAND
chaired by
THE AMERICAN COMMITTEE FOR AID TO POLAND
11th January 1994

TWENTY-NINTH MEETING
PRIVATE VOLUNTARY ORGANIZATIONS ACTIVE IN POLAND
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The twenty-ninth meeting of private voluntary organizations active in Poland took place at the National Endowment for Democracy. About thirty-five people attended. ACAP President Gifford Malone chaired the meeting.

The main items on the agenda for this meeting were: (1) a report of a workshop for PVOs conducting programs in Central and Eastern Europe, held in November in Lublin, Poland; and (2) a brief presentation on the work of OIC Poland by its Director, Radek Jasinski, and related questions concerning the formation of NGOs. Since the time available for the meeting was somewhat less than usual, only a few updates on current PVO programs were possible.

The next ACAP meeting will take place on Tuesday, March 1st at 11 a.m. in the conference room of the National Endowment for Democracy.

Mr. Malone introduced two guests, Mr. Radek Jasinski, Director of OIC Poland and Ms. Eve Berry, a management consultant and facilitator, who has been working with ACAP and OIC on the Lublin workshop and its follow-up.

LUBLIN WORKSHOP

Mr. Malone opened with a report on the Lublin PVO workshop which was entitled, "Lessons Learned and New Directions." This was a first-time event, bringing together American and European PVO representatives from throughout the region to discuss their experiences, and lessons learned.

The idea for such a workshop was conceived by John McEnaney in AID's Bureau for Europe. OIC International and ACAP undertook to organize and conduct it, with OIC Poland handling local arrangements. AID provided the funding. As the concept was developed, it became clear that this would also be an excellent occasion to discuss AID's new thinking on priorities for Central and Eastern Europe with those directly involved in the region. This was not intended to be a training workshop. Its purposes were:

- to bring together people with direct experience in the area;
- to promote sharing of experience;
- to apply lessons learned so far to thinking about the future;
- to present AID's new directions and seek reactions;
- to enable participants to make recommendations to AID

Eighteen American PVOs were represented by 41 persons, a large portion of them regional staff. (A list of participating PVOs is attached.) They were joined by eleven AID representatives and a number of facilitators. The five-day workshop employed an interactive, participatory format to encourage open dialogue and generate recommendations.

The workshop produced a list of key findings and recommendations to AID (see attachment to this report). It had a number of other useful outcomes, including:

- enhanced communication;
- the formation of enduring linkages;
- the establishment of ties among the Central European representatives;
- an indication of how much commonality exists despite the different stages of development in each country; and
- a shared view of the importance of establishing genuine partnerships between American PVOs and indigenous partners in Central and Eastern Europe.

Mr. Malone noted that Donald Pressley, director of AID operations in Poland, in an address to workshop participants described developments in the region in terms of a 3-act play. In the first act, American PVOs had responded with enthusiasm and commitment to immediate needs through the delivery of services. The second act, now beginning, should cast American (and other foreign) PVOs in more of a supporting role, and emphasize genuine partnerships with their Central and East European partners. In the third act, the indigenous NGOs will carry on and the foreign PVOs will retire.

Mr. Malone stated that a final report of the workshop will soon be available and will be sent to all members of this PVO consortium.

Jim Isenberg, OIC International, a co-organizer of the workshop, talked about the importance of holding the workshop in Lublin as a way of emphasizing development outside of the capital city. He stressed the important role played by NGOs in terms of their political and social impact on services. He added that the role played by OIC Poland in managing arrangements for the workshop had a strong demonstration effect. He emphasized the significance of creating environments for the kind of communication which occurred at this workshop.

Facilitators not only from the U.S. but from East Central Europe were used, furthering the process of developing communication abilities in local staffs.

In sum, he said it was a very good first step to discuss lessons learned and future policy implications. Discussion was complicated by the diversity of the participants and of their various expectations, making it a challenge to everyone. He expressed hope that this workshop could set a standard for this kind of activity in the future.

Eve Berry explained the approach that was used to create the kind of environment to give the participants actual experience in applying democratic principals that NGOs are trying to establish in their work. The workshop was not for training or just sharing information; instead, it was collaborative, group discussion, listening, and encouraging free exchange (which was a challenge to some of the East European participants). An effort was made to plant seeds for NGO representatives to learn how to learn. The key will be on the follow-through and continuity. Ms. Berry is currently at work on the final report of the workshop.

Radek Jasinski, OIC Poland, said that his organization had been proud to host the workshop and that it was a great opportunity to meet colleagues from the region, to share problems and common experiences.

In response to a question concerning how participating PVOs were selected, Mr. Malone said that the selection was determined by AID and was limited to those receiving AID support for their programs. There are, of course other PVOs operating in the region, and it is hoped that there may be ways to bring them into future meetings.

OIC POLAND

Mr. Malone described OIC Poland, a Polish NGO, as a model organization and asked Mr. Jasinski to speak about it. Mr. Jasinski said that OIC Poland is a private Polish, community-based organization which was founded in 1991 and registered in 1992. It is made up of local

people with the purpose of fighting unemployment, promoting economic development and sharing know-how. Activities include: courses for the unemployed; seminars for those trying to start up new businesses; an advisory assistance center for local small businesses; the creation of a career development curriculum for high schools in the Lublin region; a computer training center (free for the unemployed) economic courses in cooperation with Lublin university; and, a revolving small loan fund for businesses at a business incubator. OIC Poland is currently preparing a conference on human resources. In one year of operation, his organization has served over 1,000 people as well as 3,000 students in three voivodships. They are beginning to develop a similar center in Lodz. They receive assistance from OIC International and many funders including USAID and the U.S. Department of Labor.

Mr. Jasinski offered some comments about NGOs in Poland. He said that currently there are few real, community-based organizations with full representation and an independent board. Polish NGOs tend to focus on particular problems without focusing on policy. He said that the Poles need to create ways for different organizations to cooperate and to create strong NGOs with both professional administration and finance. He said it is important to change the image of NGOs in Poland, where they are presently viewed as nonessential and a place to work if you cannot be successful in business or government. He said that the government seems not to be aware of the potential capacity for working with NGO partners. As an indication of what is possible, he said that OIC Poland has an agreement with the local government to build a center for local businesses which will be a true partnership with the governor's office.

He said that Polish NGOs must establish new professional standards. He views the role of NGOs and PVOs as critical in the process of building a new democratic society and market economy. He said that American support - through American PVOs and through direct economic support - has been critical. Drawing on

the words of Kosciuszko, he said, "we are working now (with U.S. PVOs) for you and our own future."

In response to a question about where future support for local NGOs would come from over the next ten years, Mr. Jasinski emphasized the continued importance of U.S. and foreign funders. He said that Polish society and business will have to support NGO activity in the future. He said that NGOs need to be recognized as important providers of high quality services in order to become self-sustaining.

Jim Isenberg added that Lublin's project creating a career development curriculum was funded initially by U.S. funders. The project was tested in schools, has now been taken over by the Ministry of Education and is a regular part of the secondary school curriculum so there is no longer a need for outside funding. This project provides one illustration of the case where NGO services are no longer needed since the objective has been accomplished.

Nicholas Studzinski, AID Polish Desk Officer, asked about the opportunities for alliance with the business community and about NGO sustainability through fee-based services. Mr. Jasinski replied that focusing upon economic development is critical. At OIC Poland, board members include people from the business community and they cooperate with organizations created by and for the business community. He said that they are creating a newsletter aimed at the interests of the business community.

Jim Isenberg said that revolving loan funds are important since banks have little or no experience with loans. This type of fund can bring new and more appropriate clients to banks. OIC is also training small business advisors to provide long-term services; this will be an NGO working directly with businesses. OIC is planning another conference on human resources for employers to address standards and expectations of Western investors. They are working with the Labor Ministry in Poland to create new types of employees. NGOs should target their activities and not be afraid of the

business sector. They can collaborate with businesses and their activities should be consistent with the regional economic plan. They should leave sustainable institutions in place, for instance, setting up small and medium-size enterprise networks. He said that OIC International is looking at replicating their Lublin experience in Lodz.

Radek Jasinski emphasized revenue-enhancing activities. For instance, OIC Poland's growing experience and reputation in putting on successful conferences may bring them recognition and contracts for other training activities.

Steve McCoy Thompson, ICMA, said his organization is working with the Association of Polish Cities, encouraging them to build and diversify revenue sources, to charge fees for high quality services (for instance, conferences and training) that people will be willing to pay for.

Gifford Malone commented that OIC International and OIC Poland are well into Act 2 in the scenario described earlier.

PROGRAM UPDATES

Mr. Malone moved the discussion to other announcements and program updates.

Judy Shaffer, World Council of Credit Unions, offered an update on their activities in Poland working in partnership with the National Association of Polish Savings and Credit Unions. Over the past two years, they have legally registered 51 credit unions, 31 of which are fully operational, with 70 billion zlotys in assets. They try to address small needs and to work at the grassroots level, practicing democracy through membership-owned and run credit unions. WCCU provides technical assistance and a regional advisor. The Polish credit unions are sustained through fees for services, providing annual audits, selling insurance products and accounting software is also available.

Dan Craun-Selka, National Telephone Cooperative Association, is working with Polish partners to create local telephone coops. They

recently had to stop organizational development and have begun to focus on providing direct services. At the present time in Poland, an appropriate regulatory climate in Poland for independent companies is lacking. In the past two months they have conducted seminars and they are now working on a conference, in conjunction with the World Bank, to bring together government officials working in telecommunications. The NTCA has developed two coops which are operational and another is being started.

Mr. Craun-Selka said that large commercial telecommunication companies, like Sprint, are coming into Poland and making investments and that NTCA plans to work with them. He said that NTCA has developed a video called "A Call for Democracy" which is about bringing phone coops to rural area of Poland.

Caryle Cammisa, ACAP, offered a report on behalf of Ohio State University's **Mershon Center**. The Mershon Center has been engaged in a civics education project in cooperation with the Polish Ministry of National Education. Through a variety of activities, the project aims to institutionalize civic education in all schools in Poland over the next decade, contribute to a national dialogue among Polish educators on the meaning of democratic citizenship and civic education, and to build strong linkages between American and Polish civic educators.

Their activities to date include: developing a curriculum guide for primary schools and a high school civics education course (with funding from NED); developing student and teacher material for a primary school civics course (with funding from USIA); developing a syllabus for an undergraduate college course to be taken by students training to be teachers in Poland (with funding from Pew); creating a network of five regional centers, in Warsaw, Gdańsk, Krakow, Lublin and Wroclaw, to provide in-service training for educators, create libraries of resource material, conduct public education programs and serve as connecting points for Polish and American educators, particularly for exchange programs (with funding from NED).

In December, the Mershon Center cosponsored an international conference in Warsaw along with the Polish Ministry of National Education, the Polish National Center for Teacher In-Service Training and the Council of Europe. The conference was called, "Education for Democratic Citizenship," and it brought together 200 educators and ministry officials from other CEE countries. It focused primarily on introducing curricular materials on civic education developed by leading Polish educators.

Three new activities have been developed and are underway. "The Society for Civic Education" is a professional organization for primary and secondary school teachers and others interested in citizenship education which is being established by Polish teachers who were in residence at the Mershon Center. The Society is also developing a new project, "Civis Polonus," which will be modeled after programs like The Presidential Classroom and Close-Up in the U.S. For more information on the activities of the Mershon Center, please call Mr. Jay Harris at (614) 292-1681.

* * * * *

LESSONS LEARNED - NEW DIRECTIONS WORKSHOP
Lublin, Poland * * * November 8-12, 1993

Key Findings

- The development of indigenous NGOs is of great importance in the forming of civil society.
- Given the slow development of the infrastructure (social, political, economic) of post-communist countries, time is required before indigenous NGOs can have an impact on this development.
- AID needs to adopt a longer time horizon for achieving indigenous NGO sustainability.
- AID needs to demonstrate an awareness of the unique differences among countries of the region and to think in terms of country-specific programs.
- Resources devoted to developing indigenous NGOs should take full advantage of experienced existing NGOs, utilizing their experience and avoiding high start-up costs.
- AID should draw upon the experience of PVOs and indigenous NGOs operating in the region in determining its future directions.
- AID should support and promote indigenous NGOs working outside the largest cities, thus helping to build democracy at the local level.
- Service delivery must continue to be an integral part of the process of NGO development.
- AID should encourage networking, information exchange and coordination:
 - among AID-funded and non-AID-funded PVOs and NGOs within countries and within the region.
 - between US-funded and European-funded PVOs and NGOs.
- AID missions in each country should be more involved in Washington decision-making regarding that country.
- Programs should be coordinated with those funded by EC countries so as to respond better to individual country needs.

Other Recommendations to USAID

- Creative approaches to PVO/NGO Development in the region should be encouraged.
- AID should hold regular workshops similar to the one in Lublin for all AID contractors and grantees. We should build on what was started at this workshop to develop a full partnership and open dialogue between NGOs and AID.
- Training of indigenous staff is a key priority. There is a need for training in various fields:
 - Management skills
 - Leadership qualities
 - Operational skills that pertain to higher than local levels
- AID should provide specialized workshop training in organizational development.

- AID should state its priorities regarding what type of NGO it is most interested in.
- AID should establish a set of guidelines focusing on:
 - ways for PVOs to shift responsibility to local NGOs
 - ways for AID to assist PVOs in generating program proposals.
 - ways in which PVO programs are evaluated in terms of program proposals and results
- AID should encourage PVOs to guarantee standards of professionalism for expatriate staff involved in AID funded projects.
- There should be consistency in funding and recipients should be able to count on funding until achievement of goals within the established time-frame; time limits and funding should be extended if goals are not achieved due to objective limitations.
- AID should create a mechanism of evaluation by local NGOs and AID to ensure the quality of technical assistance.
- AID should provide a list of terms -- e.g. PVO, NGO, sustainability -- with clear definitions so that everyone has a common basis of understanding and can communicate clearly.
- PVOs should be favored in the region for AID projects rather than for-profit firms.
- Increased availability of resources is needed in the region.

LESSONS LEARNED AND NEW DIRECTIONS WORKSHOP: LUBLIN, POLAND

Participating PVOs

Aid to Artisans, Inc.

American Committee For Aid to Poland

American Jewish Joint Distribution Committee

American ORT Federation

Brother's Brother Foundation

Citizen's Democracy Corps

Delphi International

East Lifewater
(Operation Blessing International)

Feed the Children

Help for Romania

Holt International Children's Services

International Eye Foundation

Opportunities Industrialization
Centers International

Polish American Congress
Charitable Foundation

Project Concern International

Project HOPE

Support Centers of America

TechnoServe, Inc.

World Vision International

Young Men's Christian Association

APPENDIX B

THIRTY-NINTH MEETING
PRIVATE VOLUNTARY ORGANIZATIONS ACTIVE IN POLAND
chaired by
THE AMERICAN COMMITTEE FOR AID TO POLAND
September 13, 1995

THIRTY-NINTH MEETING
PRIVATE VOLUNTARY ORGANIZATIONS ACTIVE IN POLAND
chaired by
THE AMERICAN COMMITTEE FOR AID TO POLAND
September 13, 1995

The thirty-ninth meeting of private voluntary organizations active in Poland took place at the National Endowment for Democracy. ACAP President Gifford Malone chaired the meeting, which was attended by forty-six people.

Mr. Malone announced that this would be the last meeting to be chaired by ACAP, the thirty-ninth in a series of meetings that began in January 1990. ACAP has found a successor to carry on these meetings, the Local Democracy in Poland Project at Rutgers University. Mr. Malone said that Joanna Regulska from Rutgers would speak later and provide more information.

Mr. Malone explained that in order to permit a full discussion of today's primary topic, partnerships between American and Polish organizations, we would omit the customary reports and announcements from participants. We had been able to give considerable time to that at the last two meetings, and no doubt there would be ample opportunity for reports and announcements at meetings in the future.

MR. ANDRZEJ JAROSZYNSKI

Before moving to the main topic, Mr. Malone said he was pleased to introduce **Andrzej Jaroszynski, the Deputy Chief of Mission of the Polish Embassy**. Mr. Malone said that the Polish Embassy had been very supportive of ACAP, and we were delighted to have Mr. Jaroszynski with us for this meeting.

Mr. Jaroszynski said that he was very honored to be present. He noted that his service in the Polish Foreign Ministry started later than ACAP's activities began in Poland. Building democracy in Poland is closely connected with building new statehood and, along with changing administrative structures and building local government, this is one of the greatest challenges to be faced by Polish society. During Mr. Jaroszynski's previous service in Chicago, he had the opportunity to meet many representatives of both American and Polish nongovernmental organizations. He said he recognized that the type of assistance that participants in this

meeting are engaged in has been going on for a long time and with great success.

Mr. Jaroszynski said that the United States is the country where this type of assistance to Poland first started and in no other has it continued for so long. No other country has dedicated so many people and organizations to this type of assistance in Poland.

In Poland's "imposed" past, nongovernmental organizations were really anti-government organizations. One of the changes that has occurred is that nongovernmental organizations have become part of the larger process of building democracy. In this respect, the experience and expertise from America is particularly valuable.

Mr. Jaroszynski said that his home town, Lublin, has profited enormously from the help of various American organizations which came to provide assistance at the local level. Local programs, initiatives and networks are critical, since they give a push to government

administration. At the same time, American assistance at the local level also helps to involve people at that level in international cooperation, helping to overcome their isolation. The opening of Polish society, borders and other structures to the world has meant that the Polish people also have had to learn about international communication and the experience of other societies. For years the Polish people have lived not only isolated but in a world of some misconceptions and stereotypes - some of them a bit idealistic and others too chauvinistic or negative. Now, in working with American organizations, the Polish people are engaged in a learning process.

In conclusion, Mr. Jaroszynski expressed his gratitude for ACAP's contribution and successful accomplishments. He said that he was also thankful that these meetings would continue. On behalf of the Polish government and all Polish nongovernmental associations and institutions, Mr. Jaroszynski offered a very deep and cordial thank you.

Mr. Malone thanked Mr. Jaroszynski for his remarks and for the support of the Polish Embassy. He said he spoke on behalf of all the ACAP staff present, including John Richardson ACAP's co-founder, and Joanna Jurek, the Director of ACAP's Warsaw office.

PARTNERSHIPS

Mr. Malone opened the second part of the meeting, which he said would focus on the issue of partnerships. The purpose of the discussion would be to identify the best ways to create effective partnerships between American private voluntary organizations (PVOs) and Polish nongovernmental organizations (NGOs). The meeting would not be an attempt to evaluate the results of particular programs, but would focus on *how* things are accomplished.

The notion of partnerships is more fully developed now than when ACAP first started its work in 1989. There is a good deal of attention to the subject now, and many organizations are actively involved in such relationships. For this reason, ACAP felt that it was timely to explore this subject. In particular, the meeting would

focus on the experience of ACAP and the Polish Children and Youth Foundation and attempt to get a Polish perspective on what partnerships entailed.

Mr. Malone introduced Joanna Jurek, who has been the Director of ACAP's Warsaw office since it opened, Teresa Ogrodzinska, Director of Programs for the Polish Children and Youth Foundation, and Pawel Ziolkowski, who works with the Foundation for Social and Economic Initiatives on NGO issues. Mr. Malone thanked Partners for International Education and Training (PIET) for making possible the appearance of the latter two guests.

Mr. Malone said that it is important to define what we mean by "partnership," since these relationships can take various forms. The success of a partnership requires that both parties have a clear understanding of the nature of the relationship and their respective roles and responsibilities in it.

He said the discussion would address four main types of partnerships. The first, represented by ACAP, is that of an American organization with a U.S.-based headquarters and an in-country office in Poland. A second type of partnership occurs when an American organization establishes an in-country organization and assists it to rapidly become independent. The Polish Children and Youth Foundation is an example of this approach. Another type of partnership occurs when American private voluntary organizations seek out local Polish partners. Although this was not the approach ACAP followed, ACAP staff have been close observers of this process in Poland over the past five years. Finally, in a fourth type, American PVOs can also be partners with a group of Polish organizations. ACAP has also had some experience in this area.

Mr. Malone introduced the Director of ACAP's Warsaw office, Joanna Jurek. Having run ACAP activities in Poland for nearly six years, Ms. Jurek said she was pleased to be able to participate in an ACAP event in the U.S.

Ms. Jurek began by summarizing the activities of ACAP's Polish office. She prefaced

her remarks by saying that in listing ACAP's many activities her intention was not to boast of ACAP's accomplishments, but to illustrate how ACAP's work has been adapted to evolving needs in Poland. The activities of the Warsaw office help to illustrate what was happening there, because ACAP constantly returned to the question of what the needs of nongovernmental organizations and the sector were at each stage. ACAP learned as it went along and introduced changes and different programs to respond to changing needs.

In the beginning ACAP, then called the Emergency Committee for Aid to Poland (ECAP), tried to respond to the immediate needs in 1989. In Warsaw, it started out delivering humanitarian aid, which was made possible first through donations from American companies and then through surplus Department of Defense supplies. Over a period of two years ACAP received 12 or 13 convoys of trucks carrying food, medicines, and dormitory and office furnishings and equipment. These items were distributed among Polish organizations that were working in social service delivery to hospitals, orphanages, and centers for the homeless.

ACAP soon became involved in designing and developing a project which consisted of assembling local grassroots organizations and initiatives to bring people together to work for the good of a small community in Warsaw's Ochota district. At that time, a grassroots community development project that introduced concepts such as collaboration and networking (which were new in Poland) seemed necessary. Ms. Jurek said she was happy to report that this project continues and is developing well and that the local organization is growing. She said that she was proud to have been involved in this project and gratified that ACAP was able to support it from the very beginning.

Ms. Jurek said that she was not reluctant to say that ACAP's involvement in humanitarian assistance had an important impact on the overall development of the nonprofit sector in Poland. Having to distribute large amounts of goods required finding out about existing organizations and their needs all over Poland. (It had been decided that ACAP would

not focus on large cities like Warsaw and Gdansk that had more access to assistance.) This led to starting and quickly developing a database of existing NGOs in Poland. ACAP's contribution was to stimulate interest in developing this database project. From the very beginning, ACAP employed a Polish consultant, Kuba Wygnanski, who was the author and initiator of a database known as KLON and its companion database JAWOR. Ms. Jurek said that KLON and JAWOR have become the largest and most comprehensive databases of NGOs in the region. Many American PVOs are familiar with them through ACAP.

Having access to this information, ACAP in Warsaw began to distribute information and very soon ACAP's Warsaw staff acquired the reputation of being information providers. On the one hand, it was an institution where information was available but, more importantly, ACAP's Warsaw office was a place where there was a willingness to share information. In order to understand the significance of this, Ms. Jurek said that one would have to go through the experience of the Polish people, who were denied access to information for so long in the past. Now, she said, people had to learn not simply *where* to look for information, but to learn that it was now possible to request information and even to demand access to information. ACAP considered that one of the more important aspects of its activities in Warsaw was to make sure that everyone knew that it is the right of a citizen to have access to information.

ACAP/Warsaw rapidly became involved in assisting American organizations that wanted to have programs in Poland. Ms. Jurek said she could list the names of many such PVOs, but it is sufficient to say that ACAP assisted in introducing them - often to Polish partners - and facilitating the development of PVO projects in Poland.

ACAP in Warsaw also became quite active in designing and developing local projects, such as BORIS, the first local support center for NGOs in Poland. BORIS started its activities in Warsaw in 1992, and there are now five regional support centers working throughout the country, doing a fine job and providing a great deal of

assistance to developing NGOs throughout the country.

ACAP/Warsaw contributed to the development of a program called the National Forum of NonGovernmental Initiatives (known as FIP). This is a large project aimed at promoting the sector through organizing, first locally and then nationally, a large fair-type event. FIP will be an opportunity for NGOs to show their achievements and successes, an opportunity for NGOs to meet and exchange experiences and to demonstrate to themselves and to others the important contributions that they are making in Poland. The first National Forum will probably be held next spring.

To summarize the role of the ACAP office in Warsaw, Ms. Joanna described it as an initiator, facilitator and consultant to a considerable number of programs and projects in Poland. She expressed the opinion that ACAP's most important contribution was its role as the source and provider of information. Through ACAP, information was made available about American PVOs and the possibilities for cooperation. ACAP also gained a reputation for sharing information about everything, including Polish programs and European programs.

Ms. Jurek said that all of these things were possible thanks to the unique relationship and structure of both ACAP offices. She said there had been endless discussions to determine what the real needs in Poland were. In pointing out the importance of communication between headquarters and a field office, Ms. Jurek described the constant consultation between the ACAP offices and ACAP's reliance upon the views coming from Poland. She said she the issue of communication could not be overemphasized.

In terms of the technical aspects of communication, Ms. Jurek said that ACAP's U.S. office recognized at the outset the technical problems they would be confronting in Poland - difficulties with the phone, access to faxes and now the struggle with the e-mail. ACAP made it a rule to have frequent and regular communication between its offices, no matter what the difficulties. Despite technical

difficulties in Poland and Polish resistance to the American desire to communicate immediately, Ms. Jurek said she now recognizes the importance of consistent and unbroken communication between offices and the reasons that ACAP's U.S. office insisted on this. This kind of communication is essential in developing programs that work.

Ms. Jurek noted that the concept of regular reporting to headquarters was introduced by ACAP in the face of great resistance by the Polish staff. It took some time for Polish organizations to develop this habit and to understand its advantages. Polish organizations are not accustomed to such reporting and, at the beginning, they see very little sense in reporting so often and in such detail. New organizations need time to understand and see the benefit of such practices. She said that the establishment of consistent communication procedures from the very beginning and sticking to them despite Polish resistance contributed to the effective partnership between the ACAP offices.

Another element of an effective partnership was that ACAP/Warsaw staff knew that they could always rely upon the U.S. office for access to American resources and expertise. They could always count upon receiving a prompt response from the U.S. to their requests. Also, ACAP/Warsaw knew that it would be possible to adapt materials or information for a Polish recipient or to meet the needs of the Warsaw office. Ms. Jurek said that this underlines the importance of having the capacity to adapt whatever is being transferred to local needs, conditions or requirement.

Mr. Malone said that some of the issues Ms. Jurek mentioned were applicable to almost any kind of partnership. Communication, in particular, is critical. ACAP's U.S. office received a steady stream of information from the Warsaw office. ACAP encouraged its Warsaw staff to give them advice, and they did. This sort of two-way communication was critical to the American side. ACAP was able to be constantly informed about the situation in Poland, to respond to needs, and modify its programming based on the excellent information supplied by ACAP staff in Warsaw.

Mr. Malone introduced Teresa Ogrodzinska, Director of Programs with the Polish Children and Youth Foundation (PCYF). Mr. Malone said that, in his opinion, the way that PCYF was established is exemplary and something all can learn from.

Ms. Ogrodzinska said that PCYF was established in May 1992 as an independent, nongovernmental, nonprofit organization. Its mission is to support the well-rounded development of children and youth, ages 5 to 20 years old. PCYF gives grants to Polish organizations to develop and manage programs for children and youth. It operates some of its own programs, such as a management training program for organizations working with PCYF and a special program for youth to assist them in making a contribution to their communities. In 1992, PCYF gave 30 grants to benefit approximately 12,000 children and youth. Last year, 117 grants were given to benefit approximately 300,000 children and youth. This illustrates how quickly PCYF developed and moved forward.

Ms. Ogrodzinska explained how this growth was possible in such a short period of time. In the beginning the International Youth Foundation (IYF) decided to conduct research in Poland about the possibility of establishing a foundation for children and youth there. IYF, itself a new foundation, was created in 1990 with the same mission as PCYF, but with an additional international perspective, since it is engaged in establishing different foundations in various countries around the world.

In 1990, IYF set out to determine whether a partner foundation could be established in Poland. They employed Ms. Ogrodzinska and Maria Holzer (now Executive Director of PCYF) as consultants to research the need and feasibility. It was decided that Poland was a perfect place for such a foundation. After the consulting period, there was a time when the would-be Polish foundation was a representative of IYF, giving it a legal status and time to slowly and carefully prepare itself to become an independent organization.

Ms. Ogrodzinska said that establishing a new organization takes time and skills that they did not then have in Poland. She had had experience in voluntary work, but this was very different from what was required to manage and run an organization - something she had never done. She said that this period when PCYF had the status of being the Polish representative of IYF was very important to PCYF's development until its legal establishment as an independent Polish organization in May 1992.

Ms. Ogrodzinska pointed out some of the partnership issues that had been crucial for PCYF. First she identified the issue of adaptation. It was very important that IYF, as part of its philosophy, did not set out to transfer itself or its ideas to Poland; rather, PCYF was intended to design and develop its own model. PCYF could rely upon the experience and knowledge of IYF, but it had to create a unique Polish organization aimed at meeting Poland's particular needs. PCYF was successful in achieving this, and its way of operating and areas of programmatic concentration are different from IYF and its other partners in the IYF network. A major factor in PCYF's success was that they were not pushed into doing something that Americans thought was good, but rather that Americans were open to and accepting of what the Polish staff decided.

Another example of adaptation is based on an American program, known as Youth as Resources, which is run by Maria Nagorski. PCYF adapted this program to Polish needs and it is now a very successful program using some aspects of American experience, but also based on PCYF's experience in Poland.

Ms. Ogrodzinska offered comments on the technical assistance provided by IYF. PCYF would never have developed so quickly without this assistance. She mentioned two people, present at the meeting, who were particularly instrumental. One was Maria Nagorski, Director of Youth as Resources, who was PCYF's first American consultant.

Ms. Ogrodzinska said that Ms. Nagorski was perfectly suited to assist the new foundation not only because of her professional skills and

experience, but because she knew Polish reality. Ms. Nagorski also had the language ability that allowed her to communicate well with PCYF staff - not just the management. She said that at the beginning of the relationship it was a bit difficult because the Polish staff was very eager and full of ideas. Ms. Nagorski always approved of the good ideas, but would ask practical questions about how they would be realized - things like planning and budgeting. This was initially frustrating for Ms. Ogrodzinska and the Polish staff but Ms. Nagorski was very patient and gradually the staff got used to planning meetings and preparing budgets which corresponded to their own ideas. PCYF still utilizes the knowledge they gained from this experience with Ms. Nagorski and they try to transfer it to their own staff.

Another person who provided essential assistance to PCYF was Robbie Ross-Tisch from IYF, who helped get funding and trained PCYF staff in fundraising. PCYF's first proposal was written with Ms. Ross-Tisch and she was very patient and sensitive to PCYF's needs. Ms. Ogrodzinska said that the kind of technical assistance provided by IYF contributed to PCYF's development and success.

Ms. Ross-Tisch, International Youth Foundation, then offered her perspective on creating partnerships. She said that a true partnership is very difficult to work out; but because of IYF's wonderful partners in Poland, IYF learned important lessons in partnership building. She said that from IYF's perspective, they had learned more than they were able to give, and now IYF is able to bring this experience into its work in seven other countries and to continue learning. A relationship of respect between mutual partners, in practice, requires work and commitment. Working with intelligent and dedicated people helps the process.

Maria Nagorski, Youth As Resources, spoke about her experience as a consultant between the two partners. She said that both partners were very open and listened to each other. She said that she had posed those frustrating, practical questions to others who often simply wanted to throw her out, but Ms. Ogrodzinska and Ms. Holzer were open and

eager to learn. Ms. Nagorski said she could see the trust building between the partners because they wanted to learn from each other and to grow and learn together about how to build a partnership. This made it a very satisfactory and rewarding venture.

Mr. Malone then turned to a more typical pattern of partnership in which an American PVO seeks an in-country partner selected from among existing NGOs. This type of partnership has become increasingly frequent, and ACAP has observed many such relationships since it began working in Poland. Such relationships can take different forms. There are great benefits, but also pitfalls, from partnerships achieved in this way.

Caryle Cammisa, ACAP, offered comments as an observer of this process. She said that both ACAP offices have been observers and, in some cases, facilitators in the process of identifying potential partners and helping PVOs to get started in Poland.

Ms. Cammisa said she had seen an evolutionary change in the process of Americans seeking Polish partners. Early on, she could see that Poland was a popular destination for American PVOs wanting to get started in Central and Eastern Europe, and this resulted in frequent visitors to Warsaw. Ms. Cammisa said she wanted to give due recognition to ACAP's Warsaw office and to ACAP's other friends in Poland for their patience and guidance in hosting a constant stream of American visitors who travelled through and repeated the same questions. Many of these American visitors were initially very unclear about what they wanted to do there. With all the best intentions, many of the early visitors had only very general objectives - to just get started in Poland and to help out in some way.

Ms. Cammisa said that she and her colleagues have observed that American PVOs getting involved in Poland now have much more specific objectives. This trend also reflects the progress and development in Poland, where specific needs are now more readily apparent. At the same time, when objectives are clear it facilitates the process of identifying the most

suitable partner and getting started on a defined project. The most successful projects that ACAP has seen are those that come out of partnerships where the aims of both partners are matched with the needs in Poland. She contrasted this situation to projects that originate out of a PVO's particular capability or the stipulations of a contract. She pointed out that this, again, relates to the points about adaptation and flexibility that were mentioned earlier. Ms. Cammisa said she wanted to emphasize the importance of needs-based assistance as opposed to supply-driven programming.

Ms. Cammisa said she was stating the obvious by pointing out that developing trusting relationships between partners takes time. Some of the PVOs who started visiting Poland and getting advice from ACAP in 1992 and before have only recently gotten started on their projects. This has occurred for a variety of reasons, but it is clear that the process of developing a working relationship and clarifying objectives in accordance with local needs requires time, constant communication and trust between the partners.

Another important point is not just the willingness to adapt but the willingness on the part of assistance providers to learn from their local partners. When communication is mutual, it allows room for learning on both sides and helps to contribute to the success of the project.

Ms. Cammisa invited others to enter into the discussion by raising the issue of sustainability. The emphasis which funders have been placing on PVOs having indigenous partners arises in part from their concern with sustainability. She said that having an indigenous partner obviously enhances the prospects for sustaining and continuing program activity.

Ms. Cammisa said that she wanted to identify certain elements of this type of partnership which contribute to sustainability. These include: skills transfer to NGO partner staff; commitment to the organizational development of the indigenous partner; providing assistance with linkages and contacts through information sharing; honesty and openness -

including disclosure of information about finances; and introduction to potential financial resources.

Ms. Jurek concurred that sustainability is the concern of funders. She said that in Poland there is a great sensitivity to this idea. Sustainability is an attractive concept, she said, but one which is unrealistic at this point in Poland's political and economic development. Ms. Jurek said she has discussed this a great deal with friends and colleagues in Poland. She said that if a one- or two-year project is introduced and expected to become sustainable, it is bound to be on paper only, a dream which is totally impossible with the great majority of projects and programs in Poland at this point in time. We should be careful to define to what extent projects can realistically be sustained and also to be aware of the sensitivity in Poland to the notion of sustainability.

Ms. Cammisa said that often when American PVOs seek out Polish partners it has been for shorter-term projects. This type of situation does not allow the time for trust to build between partners, for relationships to develop, for ongoing communication, for real skills to be transferred, staff training, institutional and resource development and to develop those things which are necessary for a truly sustainable program.

Jim Isenberg, Partners for Democratic Change, said that there are many situations with partnerships based on a specific project where this approach is appropriate. However, from the perspective of the sector as a whole, which has been ACAP's interest, he asked what is the potential for particular NGOs to sustain themselves and what does sustainability mean from a financial and a policy standpoint? He suggested that the use of the term "sustainability," may require adaptation to reality. In the United States NGO sustainability is a huge struggle. With a different reality in the countries of East and Central Europe, he said that the definition of sustainability needs to be based on that context.

Mr. Isenberg said that skills transfer and training are tools in the process. PVOs he has

been involved with, in particular those concerned with economic development, do take these things very seriously. In other areas, such as social services, he thought that there may be real questions as to how sustainability applies - especially, in relation to government and other sectors within society. PCYF has taken a specific strategy to address this, whether through endowment or another approach. Mr. Isenberg said that it is incumbent upon the NGO community itself to address these questions, to define what sustainability means for themselves and to come up with some realistic strategies.

Joanna Regulska, Local Democracy in Poland at Rutgers University, said that one big issue to remember is the impact of current national legislation on sustainability strategies. She pointed out that NGOs in Poland cannot legally make any profits to put aside and build their own endowments. Any money which is earned from NGO activities cannot be saved and must be spent within one year. This precludes long-term and strategic financial planning that are necessary for sustainability. She said there is an ongoing power struggle between NGOs and the central government in Poland and that the legislative framework that exists works against a flourishing and strong nonprofit sector.

Deborah Harding, German Marshall Fund, asked if the law referred to is the one currently being drafted. Ms. Regulska responded that this law has been on the books for quite a while. The law which is now being drafted concerning NGOs is actually a stronger version that would disallow the accumulation of any funds by NGOs, and a number of other restrictions are being considered. She said there is a consortium of Polish NGOs that has formed to fight the proposed law and to lobby the central government for a more favorable legal framework.

Ms. Harding agreed that the legal situation makes it very difficult for NGOs in Poland to raise funds locally. However, she pointed to the success of the Dialogue Project in Bialystok, which has raised 35% of its funds through local businesses who view the program as a forum for advertising. She said that this is encouraging and something that one would not

imagine in other countries. She added that financial sustainability is a very complicated and tough issue.

Ms. Harding said that sustainability, as recognized by USAID, is clearly the goal we all strive for. She said USAID is not that unrealistic and that PVOs recognize this. USAID knows that in countries where there is no philanthropic tradition, it will take much longer. Another consideration is the tradition in Europe to the West and South where the government pays the bill for NGOs. That happens somewhat in Hungary and that may be a major source of financing for Central and Eastern European NGOs in the future.

Miklos Marschall, Civicus, said that sustainability is the number one issue and it very much depends upon the sustainability of the sector itself. The next step would be to help build the advocacy capacity of the sector - to build up national coalitions of NGOs in the different countries. Mr. Marschall said that, based upon his experience in Hungary, he sees the problem is that the sector itself is divided and not truly independent - political parties have a strong influence. As a result, the sector does not have the unified voice that is very much needed, since the legal and fiscal environment is far from satisfactory. If the central government writes the draft of a law concerning nonprofits, it will not be a favorable one.

Mr. Marschall said he believes that the sector itself needs to have the capacity and resources to come up with its own ideas. They need to develop experts and alliances. They need communication skills and they need to be able to persuade the public about the importance of the sector and to improve the general image of the sector which has been very much damaged recently, at least in Poland and Hungary, because of some scandals and some political interference.

Mr. Marschall said there is much to be done to create a much more beneficial image of the sector. Would-be NGO alliances should work to improve peoples understanding of the sector. He emphasized the importance of building national coalitions to create a strong voice for the sector to influence future legislation, to gain

political recognition and to find new funding schemes.

Mr. Marschall disagreed with the idea of government funding for NGOs. The situation in Central and Eastern Europe is slightly different from that in Western Europe. He warned that government funding without the prerequisite culture and "arm's length" approach would result in direct government interference in NGO issues. Mr. Marschall said there may be some "arm's length" mechanisms that could be created to allow for government funding without interference. But the Hungarian experience of directly allocating government money through the parliament is not the best one.

Irmgard Hunt, **Environmental Partnership for Central Europe (EPCE)**, said that the importance of coalitions and networks which can have influence at the national level is something that the EPCE has focused on. The EPCE has supported grassroots, local efforts by providing 800 grants to such groups in the past four years. She said that the next step is the empowerment of these groups to talk to their governments and to become influential in the policy arena. She said that capacity-building in that direction is the key issue that EPCE sees. The issue of sustainability for NGOs in East Central Europe is troubling, but progress must be made in terms of the sector as a whole as well as in terms of individual groups' ability to fund raise and continue their activities over time.

Leszek Fiutowski remarked that there is a lot of experience with so-called voluntary groups in the United States which get the support of government. In Poland, by contrast, where the government imposes taxes in excess of 40% there is not much left for charitable contributions and so it is no wonder that there is no climate for the growth of these organizations there.

As a physician, Dr. Fiutowski said that he has had experience with a Polish nongovernmental organization which tried to come together in 1991, but it no longer exists. Those who tried to establish this organization of physicians moved out of it because they were threatened with the loss of their medical licenses

if they continued working. Apparently the government viewed this group as a competitor for physicians contacts abroad and, as a result, this movements was squashed.

Mr. Malone then turned the discussion briefly to a fourth type of partnership, that which occurs when a PVO establishes relations with a group of Polish organizations. He referred to the example given earlier by Ms. Jurek when she spoke about ACAP's involvement in the Forum for NonGovernmental Organizations.

One problem that ACAP has observed in Poland arises when an American organization comes in and develops a relationship that unwittingly favors a Polish NGO, disrupting existing linkages that the NGO has with other Polish organizations. He suggested that we all need to be sensitive to the context and the relationships that exist before PVOs arrive on the scene.

Ms. Jurek said that groups of NGOs can be very attractive partners for an American PVO that is competing for a grant to run a large program in Poland, particularly if the PVO lacks experience in Poland. She said that American PVOs often approach more than one NGO, inviting each to be a partner in a particular project, then they move on offering the same invitation to other NGOs. All the while they are unaware that Polish NGOs are communicating about this with each other. She emphasized that communication among Polish NGOs is very good. She said that PVOs must be more open and they should avoid creating this sort of competition, which can be harmful. She said that NGOs in Poland have had this type of experience of imposed competition a number of times in the past few years. She suggested that, in order to work better, we need to return to basic issues such as openness, honesty and trust.

In closing the discussion, Mr. Malone summarized certain common themes that remain important regardless of the type of partnership: establishing what needs really are; communication; learning from one another and contributions from both partners; and the fact that establishing a relationship between partners takes time and should not be rushed.

FUTURE CONSORTIUM MEETINGS

Mr. Malone turned to **Joanna Regulaska**, **Local Democracy in Poland (LDP) Project at Rutgers University**, to inform the group about her plans for future meetings.

Ms. Regulaska said she had been active in Poland through the Local Democracy in Poland Project since 1989. She said that she had benefitted tremendously from these meetings, having been something of a novice from the academic world at Rutgers and lacking in close experience with the politics of activism in Poland. Ms. Regulaska was at some of the very first ACAP meetings learning and benefitting from all of the information shared by those present.

Ms. Regulaska said that she and her staff at the LDP Project were very honored to be asked to continue these meetings. She said that it would be a challenge for them to maintain ACAP's level of professionalism, the intellectual environment and the ability to share information.

Ms. Regulaska introduced some of her colleagues from Rutgers University. **Mr. Don Edwards** is **Vice President for Governmental Relations at Rutgers University** and he works with **Melissa Saunders** out of Rutgers' Washington, D.C. office. **Anne Graham** works at the LDP Project in New Brunswick on various projects focusing on citizens' participation in small and medium-sized towns. Ms. Regulaska said that she would function as the coordinator of future meetings and would be in contact with various participants.

Mr. Edwards said that Rutgers is delighted to be of assistance in the continuation of this meeting and to support Ms. Regulaska's work. Rutgers is the third largest and eighth oldest university in the country and has very substantial interests in Washington, D.C. Rutgers opened its Washington office two years ago and shares space near Capitol Hill with Princeton University. He said that Ms. Saunders has responsibility for the office and that together they look forward to working with everyone.

Ms. Regulaska said she plans to have approximately six meetings per year, probably

three in the fall and three in the spring, about every six weeks to two months. No specific dates have been set yet. She said she wants to continue what was begun by ACAP's meetings, focussing different meetings on specific issues, like politics, economics, health issues and the environment. Ms. Regulaska said she is involved in gender issues and women's participation and so this will also be on the agenda. At the same time, she said she does not want to abandon the sharing of information and announcements, which should remain a permanent segment of future meetings.

Ms. Regulaska said that she had been in contact with the Polish Embassy to determine who would be expected to visit the U.S. from Poland in the coming months. A meeting is to be set with the Polish Ambassador. She mentioned issues related to the upcoming presidential election in Poland which she would like to address at the next meeting and it is possible she may be able to schedule that meeting around the visit of one of the candidates. She said that by having Polish visitors at future meeting, like the meeting today, she would like to make the meetings a partnership of Polish-American discussion. She requested that those present and other interested parties keep in contact with her office in order to have input in the planning of future meetings.

In terms of logistics, Ms. Regulaska said they would be talking to the National Endowment for Democracy about continuing the meetings at their present location. Mr. Malone added that ACAP would be turning over its mailing list to the LDP office so that current participants in the meetings and recipients of the reports need not worry about continuing to be included.

CLOSING COMMENTS

Walt Raymond asked if he could make a final comment. He said, along with David Gergen and John Richardson, he had been involved in preliminary efforts in 1989 to get a group of people together who were concerned about needs in Central and Eastern Europe - and particularly Poland. He said that the dream at that time was that some kind of organization

would be created to help NGOs and work with the humanitarian needs at that time. He said that those who met in 1989 would never have envisaged that it would be as successful and important as ACAP has become. He said that he had spoken to John Richardson, an ACAP founder and Chairman of the Board, and that Mr. Richardson had hoped to be able to stay at the meeting long enough to congratulate Mr. Malone and all of his staff, including Joanna Jurek and her staff, that have worked so hard over these past six years.

Mr. Raymond said that he talks with others working in other countries and they say that they need "an ACAP." He said that Mr. Malone had created something important that people in other countries would like to emulate. He said he was aware of the assistance and support provided by people at the National Endowment for Democracy, and many others that time would not allow him to identify.

Mr. Raymond said that mention must certainly be made of Jock Shirley, ACAP's first president, without whom none of this would have happened. He said that those who now see a smooth running operation should know that when ACAP got started it was run out of a basement with work provided on a pro bono basis. Mr. Raymond said that it really is a credit to the commitment of ACAP's creators, Jock Shirley and Gifford Malone. He said that his hat was off to ACAP and that he knew he spoke for everyone else.

Mr. Malone thanked Mr. Raymond on behalf of all the ACAP staff. He also thanked the guests from Poland, Ms. Jurek, Ms. Ogrodzinska and Mr. Ziolkowski, for the opportunity to hold this discussion. He thanked all the participants who have contributed to making these meetings useful and again noted the essential contribution of the National Endowment for Democracy. Mr. Malone concluded the meeting by wishing all of those present success in all of their endeavors to assist Poland.