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**THE ASIA FOUNDATION
PAKISTAN**

QUARTERLY PROGRESS REPORT

on the

**PAKISTAN NGO INITIATIVE
USAID Grant No. AEP-0516-G-00-5022-00**

**Pre-Award Phase and First Quarter Report
May 31, 1995 to December 31, 1995**

Submitted on
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Abbreviations

AKF	Aga Khan Foundation, Pakistan
BASICS	Basic Support for Institutionalizing Child Survival
CBO	Community-Based Organization
CP	Cooperating Project
DGP	Donors Group on Population
DGN	Donors Group on NGOs
EPB	Expanded Program of Breastfeeding, a program of Wellstart
GOP	Government of Pakistan
IEC	Information, Education and Communication
FRC	Frontier Resource Center
MOU	Memorandum of Understanding
NGDO	Non-Governmental Development Organization
NGO	Non-Governmental Organization
NGORC	Non-Governmental Organizations Resource Center
OPD	Organization for Participatory Development
OPP	Orangi Pilot Project
PMLC	Prime Minister's Literacy Commission
PMPPHCFP	Prime Minister's Programme for Primary Health Care and Family Planning
PNI	Pakistan NGO Initiative
SAP	Social Action Program
SAP-Pk	South Asian Partnership-Pakistan
TAF	The Asia Foundation
TBA	Trained Birth Attendant
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development

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I. Executive Summary

This is The Asia Foundation's (TAF) first quarterly progress report for the Pakistan NGO Initiative (PNI). It covers a period of seven months, from May 30 to December 31, 1995, consisting of the pre-award phase and first quarter of grant activity. This report is divided into seven sections, including the executive summary and attachments. Sections II and VI summarize the program, policy and management objectives for, respectively, the current reporting period and for the next reporting period, i.e. the second quarter of the grant (from January 1 to March 31, 1996). Sections III, IV and V provide an overview of activities completed during the current reporting period against these objectives. Each of the three middle sections is introduced with a list of the relevant objectives for that section for the current quarter, a summary of the principal accomplishments against those objectives, and a statement of the relevant objectives for the next reporting period.

Section III assesses progress for the current reporting period against the PNI's program objectives. After the introduction, this section in this first report provides a brief overview of the consultative process, the main program activities for the pre-award phase of the grant. It then reviews program activities against the first three levels of evaluation set forth in TAF's PNI proposal. First, activities are evaluated in terms of the PNI's two broad, strategic opportunities: enhancing community and resource mobilization by NGOs and strengthening coalition-building and advocacy. Second, accomplishments are measured in terms of the PNI's main sectoral concerns: targeting social services to women; maternal, child and reproductive health; and primary education and literacy. Third, the overall program is assessed in terms of its contribution to the empowerment of women in Pakistan. Future progress reports will not contain separate subsections on the consultative process, but the last three subsections are expected to be part of the standard format for these quarterly reports (though it is unlikely that there will be much to report vis-a-vis the third level of evaluation until the second year of the grant).

Section IV assesses the contribution of the TAF and the PNI to the policy dialogue in Pakistan on NGO development, and reviews the linkages that have or will be developed between the PNI and other donor- and/or government-funded social sector development programs, especially the multi-donor funded Social Action Programme (SAP). This level of policy impact represents the fourth level of evaluation set forth in TAF's PNI proposal. As this section attempts to evaluate the PNI at the broadest level of generality, TAF does not anticipate having significant progress to report in the early stages of the PNI program. As PNI experience with NGO development and capacity building accumulates, the analysis in this section will grow.

Section V provides a summary of progress on the PNI's management objectives. This section covers both actions related to the internal management of the project, such as: the identification and selection of subgrantees; subgrant monitoring and evaluation; and project administration issues like staffing, procurements and international and regional travel and training. The third subsection under Section V provides a status update on relationships with

the other institutional actors under the PNI, i.e. the Aga Khan Foundation (AKF), the Cooperating Projects (CPs), the U.S. Government (Agency for International Development (USAID) and U.S. Embassy), and the Government of Pakistan.

The foregoing represents the standard format which TAF intends to use for reporting progress under the PNI. We welcome comments on the usefulness of this format and any additional matters which should be covered in these reports. As in the present case, both in-house and public documents produced under the PNI will generally be included as attachments to the main body of the report, along with other relevant PNI documentation that may be of interest to USAID.

During the pre-award phase and first quarter of the PNI, TAF made substantial progress against all its program, policy and management objectives. The major accomplishments of the PNI for the current reporting period include the following:

- completion of a consultative process involving field visits and discussions with more than forty NGOs, and a like number of CBOs, identification of a first cluster of about a dozen NGOs for funding under the PNI, and finalization of three subgrant agreements, two regional training grants and one two-year action program grant;
- preparation of a draft strategy for addressing health issues, clarification of issues to be addressed in the development of an education strategy, and identification of credit and savings programs as an important cross-cutting issue for the empowerment of women in Pakistan;
- contribution to policy discussions on social sector development through participation in key Government of Pakistan (GOP) and/or Social Action Programme (SAP) fora, and hosting of a meeting of donors and nonprofits to present the aims of the PNI and discuss approaches to improving NGO performance, enhancing the public imagine of NGOs and strengthening donor evaluation of NGO activities; and
- recruitment of PNI program staff and finalization of procedures for the solicitation of subgrant proposals, completion of a Memorandum of Understanding (MOU) with the Cooperating Projects (CPs), and determination of a code of conduct for keeping the Government of Pakistan informed of PNI activities.

II. Objectives for Current Quarter

A. Program Objectives

- complete the NGO/CBO consultative process, identify a first cluster of NGOs to be funded under the PNI, and make at least one long-term program subgrant; and
- develop strategies for supporting community-based NGO and CBO activities in the health and education sectors, and across sectors, for strengthening the capacities of NGOs and CBOs and improving the status of women and girls in Pakistan.

B. Policy Objectives

- develop linkages with the Social Action Program, and with the Government of Pakistan's programs in health and education; and
- initiate dialogue with multilateral and bilateral donors and international NGOs on support for NGO and CBO development in Pakistan.

C. Management Objectives

- complete recruitment of PNI program staff;
- finalize proposal solicitation and selection process; adapt subgrant monitoring procedures to the requirements of the PNI;
- finalize Memoranda of Understanding with the Cooperating Projects and the Aga Khan Foundation setting forth the terms for institutional collaboration in the implementation of the PNI; and
- determine a 'code of conduct' for interactions with the Government of Pakistan regarding the implementation of the PNI.

III. Program Review and Evaluation

Progress was made during the pre-award phase and the first quarter of the grant agreement on the following program objectives:

- to complete the NGO/CBO consultative process, identify a first cluster of NGOs to be funded under the PNI, and make at least one long-term program subgrant; and
- to develop strategies for supporting community-based NGO and CBO activities in the health and education sectors, and across sectors, for strengthening the capacities of NGOs and CBOs and improving the status of women and girls in Pakistan.

During this period, TAF completed a consultative process involving field visits and discussions with more than forty NGOs, and a like number of CBOs, and identified a first cluster of about a dozen NGOs for funding under the PNI. During the first quarter, three subgrant agreements were signed, two regional training grants and one two-year action program grant. A draft strategy for addressing health issues under the PNI was developed in coordination with the MotherCare Health Advisor and Cooperating Projects (CPs), and critical issues in the development of an education strategy were identified. The potential role of credit and savings programs in increasing the economic autonomy and empowerment of women was identified as a key cross-cutting issue. The consultative process also revealed limitations in existing NGO and CBO capacity building efforts. This highlighted the need for the PNI to work more actively than had been initially anticipated with those umbrella or support NGOs whose mandate includes inducing the formation of community-based organizations or strengthening the capacities of such organizations, where they already exist.

Section III.A below describes the consultative process. Section III.B addresses the outcomes of these consultations with regard to the two strategic opportunities identified in TAF's PNI proposal, community and resource mobilization and coalition building and advocacy. Section III.C describes initial steps in the formulation of program strategies for cross-sectoral issues that impact on the delivery of social services to women as well as, sectorally, with regard to health and primary education. Section III.D focusses these emerging strategies on the PNI's fundamental concern with the empowerment of women. Based on progress made during the pre-award phase and first quarter of the grant period, the following program objectives have been identified for the second quarter of the grant. These are:

- to make at least five additional subgrants to NGOs identified in the first cluster which address both the strategic opportunities and sectoral concerns of the PNI;

- to finalize sectoral strategies in health and education, and further refine cross-cutting strategies for linking these sectoral concerns with NGO/CBO capacity building and women's empowerment;
- to identify a second, strategically connected cluster of NGO activities for funding in the third and fourth quarters of the grant; and
- to develop analytical measures for the evaluation of subgrant activities in relation to these program strategies.

A. *The Consultative Process*

TAF initiated the consultative process in June 1995. During the pre-award phase and first quarter of the PNI, TAF staff and the MotherCare Health Advisor met with more than 40 NGOs, and a like number of CBOs. (A list of the NGOs contacted is included as attachment "A".)

This process differed from that initially proposed by TAF, which contemplated a formal round of consultative meetings in each province. The consultative process was modified for three reasons: First, we came to appreciate the difficulty of assessing the strengths and weaknesses of NGOs and CBOs in a conference setting without the benefit of site visits and an opportunity to see them function in their communities. Second, given the lack of cohesion within the NGO community, we were concerned that such a consultative meeting would be unproductive because NGOs would be unlikely to openly discuss their limitations and needs in a public forum. Third, given the lack of assured USAID funding for the pre-award phase, TAF was not in a position to assume the financial burden of organizing and holding the proposed NGO provincial conferences. The meeting with donors which was proposed as part of the consultative process was held on November 30, 1995 (see section IV below).

The consultative process was pursued both deductively and inductively. Deductively, TAF initiated the consultations with a number of hypotheses in mind, including:

- that government approval mechanisms and donor procedures and funding strategies constrain the diversity and breadth of NGOs and CBOs that receive external support (whether from government or donors);
- that NGOs/CBOs are viewed as public service contractors by many in government, among donors and within the NGO community itself, which has led to the over-projectization of NGO activities and an over-emphasis on short-term, "measurable" results;
- that a dearth of funds available for core support means that most NGOs and CBOs do not have adequate resources to devote to their own

institutional strengthening, while funding uncertainties and competition for funds limit the level of communication and sharing of knowledge and experience among NGOs and CBOs;

- that the above factors contribute to an attenuation of an NGO's connection to, and stake-holding in the community, so that the linkages of NGOs and CBOs to their "constituencies" needs to be both tested and strengthened; and
- that many of the needs of communities are well articulated, and that NGOs and CBOs can be supported in building their capacity to respond and effectively address these needs, but that both community development and capacity building efforts will be most effective if demand-driven in response to the felt needs of communities and the NGOs/CBOs

TAF also pursued the consultative process inductively. Reflecting our intention to observe and better understand the emerging role of NGOs and CBOs in civil society in Pakistan, these consultations were conducted in an exploratory and open ended manner, beginning with four basic questions, where were asked of each NGO and CBO we visited: what are you doing? why are you doing it? is it working? what more do you want to do? Much of the evidence we have gathered to date is anecdotal. It has nevertheless provided us with a starting point and direction for the formulation of program strategies related to the strategic opportunities and sectoral concerns of the PNI.

B. Strategic Opportunities

1. Community and Resource Mobilization

Based on our field visits, it is clear that NGOs and CBOs in Pakistan have organized around five basic community needs, and that these needs are well recognized by NGOs and the communities themselves. These needs are: clean drinking water, basic health services, education, family planning, and some income generating opportunity. Cutting across sectoral concerns, the consultative process identified and confirmed key constraints on the institutional strengthening of NGOs and CBOs. Donors and government share an instrumental attitude towards NGOs as implementers of donor or government-supported projects. This attitude limits and undermines the potential role of NGOs/CBOs as agents in civil society. Likewise, many support NGOs adopt a proprietary attitude toward the CBOs and communities with whom they are engaged, encouraging dependence and hampering efforts to build local capacity. There is too often little understanding of how to assess or strengthen the key organizational capacities of these community-based groups.

One NGO which has been successful in linking its programs to community needs is the Organization for Participatory Development (OPD) in Gujranwala. Started in 1991, OPD's first

activity was to open a number of home schools¹ in an underserved area of Gujranwala, along Naushehra Road. Around these home schools it has organized both a Mothers' Club and a Teachers' Club. With training and funding from the Orangi Pilot Project (OPP) and UNDP, OPD has expanded its activities into sanitation and family enterprise credit. In November 1995, the PNI made a two-year grant to enable OPD to sustain its home school program and support the establishment of a community model school. This model school is expected to generate income to finance not only itself but also OPD's network of home schools after the end of the grant period. PNI support is assisting OPD's efforts to organize the community, and increases OPD's sustainability through support for its credit program. (To illustrate TAF's grant-making instruments under the PNI, a summary of this first action program grant under is included as attachment "B" to this report.)

OPD is one of about a half dozen NGOs that, since the early 1990s, have established such collaborative relationships with the Karachi-based Orangi Pilot Project. During the first quarter TAF initiated discussions with OPP about providing assistance under the PNI. The assistance contemplated will enable OPP to expand its linkages with NGOs outside of Karachi, and support the replication of its strategies by other NGOs. An important aspect of this replication process will be to document those lessons that can be learned and replicated, and those that must be generated afresh within each community as it becomes mobilized.

During the consultative process, TAF also initiated discussions with the NGO Resource Center (NGORC) regarding its experiences in CBO capacity building and its strategies for replicating the NGORC model outside of Sindh.² The consultative process included field visits to the Lyari district of Karachi and Khairpur district in interior Sindh. In both project areas, the NGORC is providing technical support to local CBOs. Growing out of these visits, support is planned for participation in a regional training program by a CBO activist from Lyari and for the establishment of an information resource center for Lyari-based NGOs. In October 1995, a TAF staff member participated in a workshop on assessing CBO capacities conducted by the NGORC. Afterward, it was agreed that the NGORC would conduct a similar workshop in Islamabad for program officers from donor agencies and support NGOs, with facilitative

¹Home schools are usually one room schools established in the home of a young woman who has been selected from the community. Most home school teachers have completed either 8th or 10th grade, and have been provided with some short-term teacher training (usually two weeks, but up to three months). These schools usually have from 20 to 40 students in grades 1 to 5 (i.e., ranging from 4 to 14 years in age) and employ an accelerated curriculum, completing one academic year in six months. Teachers are most often paid between Rs.500 and Rs.1,000 per month, and most schools provide free books. Students may pay a fee of from Rs.10 to Rs.20 per month, but tuition is generally not adequate to cover a schools recurrent costs.

²The NGORC is a project of the Aga Khan Foundation and a collaborating institution under the Pakistan NGO Initiative. The collaborative relationship which is developing between TAF and the NGORC is both supportive of the objectives of the TAF-implemented subgrant component of the PNI, and responsive to USAID's concern that the various recipients of funding under this initiative collaborate effectively in its implementation (see section V.C below).

assistance to be provided by TAF. TAF is also discussing with NGORC support for the Frontier Resource Center (FRC), an NGO which is being established in Peshawar for the purpose of replicating the NGORC model in the North West Frontier Province.

2. Coalition Building and Advocacy

Our consultations underscored the importance of coalition building among NGOs, and the need to strengthen the advocacy skills of NGO and CBO leaders. While the mobilization of community resources is critical for promoting social sector development, ultimately, communities working alone face limitations in their ability to meet their basic needs.³ Moreover, the consultative process confirmed that the NGO sector in Pakistan is at a fragile stage in its development; most of the NGOs and CBOs we visited have come up since 1990. They lack secure resources, and are constrained by the need to maintain funding for their programs to be responsive to donor priorities and requirements. If donors, and the larger support NGOs, are to be effective in supporting the building of NGO coalition and promoting a larger advocacy role for NGOs, they will need to be more sensitive to the role and needs of NGOs as players in civil society. Finally, it is apparent that much remains to be done on the policy front to provide an adequate "enabling environment" for NGOs and CBOs in Pakistan.

TAF's collaborative engagement with the NGORC, including the proposed support for the FRC in Peshawar and an information resource center in Lyari, are initial efforts to support NGO and CBO coalition building and advocacy activities. During the first quarter TAF also initiated discussions with the South Asian Partnership-Pakistan (SAP-Pk) concerning PNI support for SAP-Pk's development support communications activities. This support would enable SAP-Pk to invest institutional resources in documenting NGO and CBO success stories; facilitating the development of coalitions among CBOs, and between CBOs and NGOs; testing strategies for linking these coalitions to government departments; and conducting research that is responsive to the information and technical support needs of small, community-based programs. It is expected that these planned subgrants will generate lessons for increasing the effectiveness of NGO/CBO advocacy efforts as well as suggesting measures to better link the activities of NGOs and CBOs with the SAP and other national development programs.

C. *Sectoral Impact*

1. Targeting Social Services to Women

³The development of community-based sanitation systems provides a 'concrete' example of the need for NGOs and CBOs to be able to advocate effectively, both individually and collectively, for the provision of government services. Though communities can invest in and cover the costs of building sewer lines for their own houses and lanes, these tertiary lines must be connected to secondary lines, and eventually to a sewage treatment plant. Otherwise, the sanitation system installed in one lane will result only in the transfer of waste to another locale. Similar, if sometimes less obvious constraints, impact on the ability of communities to 'go it alone' in satisfying other social sector needs.

Because many women in Pakistan lack mobility, have limited economic autonomy, and experience coercion through actual or threatened violence (which has both direct health and more diffuse empowerment consequences for women), NGOs have faced substantial constraints in their efforts to organize women in rural and poor urban communities.⁴ The problems of violence against women, and of assuring that women have access to credit and income generating opportunities in ways that enhance their economic status within the household and community, have therefore emerged as two strategic, cross-cutting concerns under the PNI. More specifically, the consultative process identified insufficient involvement by women in setting program priorities as a key constraint on the effectiveness of the community health initiatives of most NGOs. The involvement of women in designing health interventions is an important component of the PNI health strategy discussed in the next section of this report.

During the first quarter discussions were initiated with a number of NGOs regarding constraints on the effective integration of women into their credit programs, and the limitations of most NGO income generation programs for women, which focus disproportionately on small animal husbandry, kitchen gardens and handicrafts, to the exclusion of perhaps more remunerative enterprises. These ongoing consultations are expected to lead to a more focussed strategy for linking economic opportunity and increasing the capacity of women to gain access to social sector services during the second quarter of the grant. (A preliminary distillation of issues and dilemmas in the design and implementation of credit and income generation programs is included as attachment "C" to this report.)

In December 1995, TAF staff participated in a workshop on "Gender-Based Violence and Health". At the end of the first quarter TAF initiated a review of the literature on domestic violence and violence against women in Pakistan. This literature review is expected to lead to the formulation of a research agenda to better understand both the dynamics of gender-based violence, and its impact on the health status and empowerment (or disempowerment) of women. A strategy for linking violence issues with the central concerns of the PNI will be developed based on this literature review and subsequent research.

2. Maternal, Child and Reproductive Health

The development of a program strategy for addressing health issues under the PNI has benefited from substantial inputs by the MotherCare Health Advisor, who participated actively in the consultative process. From these consultations emerged a strategy which focusses on strengthening the capacity of NGOs to work with communities, with the active involvement of women, to identify their problems and plan together to meet their health needs. During a visit to Pakistan by the MotherCare technical manager a plan for MotherCare activities under the PNI

⁴It has been noted, however, that at times the resistance to organizing women appears to derive as much from the cultural expectations of the NGO community organizers as from the values held by the communities they are attempting to organize. It is clear that more needs to be done to understand the processes by which women can and do become organized within otherwise tradition-bound communities.

which would be consonant with this strategy was prepared (see attachment "D"). This plan was reviewed by the other CPs during a joint TAF/USAID/CP planning meeting held in Pakistan in December 1995 (see section V.C.2 below), and is currently being revised to include additional inputs by BASICS and Wellstart's EBP project.

The consultative process suggested that it is possible to divide NGOs with health activities into two broad categories. One cluster consists of those NGOs that started as health NGOs and have clinical services as the cornerstone of their programs. The other cluster of NGOs started as general development NGOs. Over time, this cluster has included a health component -- especially health education -- as one of a variety of more or less integrated development activities.

Obvious differences are apparent between these two groups of NGOs. Health NGOs are usually service delivery oriented and have access to health expertise, but have scant attention to the need for communities to 'own' these health projects. On the other hand, the development-oriented NGOs have organized the community (mainly the men), but their health activities -- based on models used by the government or developed by international donors -- often suffer from a lack of appropriateness, technical expertise and/or supervisory support.

The commonalities between these two types of NGOs are that both want to improve the lives of the underserved, but both also tend to design their programs without involving the community, especially women. Thus, community members often do not follow the health advice given by project staffs -- particularly when given by minimally trained community health workers or TBAs. And one finds insufficient community ownership of such programs to assure long-term sustainability.

As noted, the health strategy which emerged from this consultative process concentrates on strengthening the capacity of NGOs to work with communities to identify their problems and plan solutions. The role of the CPs in providing the technical support necessary to improve the quality of these interventions has been clearly identified. A number of specific activities have been identified which have either been initiated in the first quarter, or are planned for the second and third quarters of the grant. These include:

- An observation and training visit to the Comprehensive Rural Health Project in Jamkhed, India by senior management and health workers from ten NGOs;
- Training in autodiagnosis (a rapid appraisal method that assists women in identifying and prioritizing their problems) for selected 'change agents' and NGO representatives, followed by a pilot implementation of the autodiagnosis method by at least one NGO;

- An assessment and review of the MCH care provided in selected NGO clinical settings, focussing on the range and quality of reproductive health and child health services provided and the management of clinical services and outreach programs;
- A three-day national conference on what works and how it works for improving maternal-child health in community and health facility settings, based on state-of-the-art experience from several countries; and
- Development of health education materials on breastfeeding for use at the community level, with complementary training for selected NGOs in the use of these materials.

After the initial round of training and pilot testing of the autodiagnosis method, TAF expects to provide assistance to as many as ten NGOs and CBOs to carry out this exercise in their own communities, with the support of the trained 'change agents'. The outcomes of the autodiagnosis process, the facilities assessment, the development of health education materials and the planned national conference will provide the basis for TAF and CP assistance to NGOs and CBOs to plan and implement activities aimed at improving the health and well-being of women and children.

3. Primary Education and Literacy

The consultative process revealed a high level of interest in education, and a strong willingness on the part of communities to take steps to address this need. Scores of NGOs and CBOs across the country have established or are establishing non-formal or home schools, especially for girls.

Despite this momentum, significant challenges remain. Government agencies are generally non-responsive (but the provincial government of Balochistan is an exception: it has taken a pro-active stance in supporting community involvement in the provision of primary education). The non-availability of qualified female teachers is an equally critical constraint on the expansion of girls education. Assuring the quality of the education provided is a difficulty in both formal and non-formal schools. Quality is undermined by the modest skills of those teachers who can be recruited and the limitations of the government-provided curriculum. Apart from capacity constraints, there are legitimate concerns about the desirability of having NGOs replace or supplant the government's role in the provision of basic education. And there are also concerns about the long-term sustainability of many NGOs/CBOs, since most are dependent on resources from outside the community for their recurrent costs. (An analysis of these issues is included as attachment "E" to this report.)

During the first quarter of the PNI, a number of interlocking concerns were identified in the education sector which affect girls' education. These include:

- problems associated with the setting up of girls' schools in locales where women are mostly illiterate;
- quality concerns, due to the poor qualifications of teachers, limited or inappropriate in-service training, and the low quality of the curriculum;
- the challenges of sustainability, both in the sustainability of education outcomes, where few women are literate, and those who do learn to read will have few opportunities to use this skills, and in terms of the financial sustainability of NGO/CBO-run schools; and
- the need to build the capacity of communities to effectively monitor the education facilities provided by both the government and NGOs.

Discussions were initiated with NGOs in all four provinces regarding these concerns. These discussions are expected to lead, during the second quarter of the grant, to the formulation of an education strategy for the PNI and the signing of at least one NGO subgrant agreement for the provision of community-based education for girls that will seek to test out the strategy and its supporting analysis.

D. Women's Empowerment

As is apparent from the foregoing discussion, TAF has sought in the development of its program strategies to articulate the linkages between women's empowerment and the sectoral or programmatic components of the PNI. The relationship between education and literacy and improvements in the capacity of women to make the choices that affect their lives has been documented in the development literature. One component of the education strategy will be to further document this relationship in the Pakistan context. In health, women who lack access to reproductive and maternal health services may be frail or vulnerable to assert their rights. On the other hand, health programs that take the concerns of women into account are more likely to contribute to improvements in their health status, enabling them to be more active and effective partners in the household and community.

The autodiagnosis method which will be tested as one component of the PNI health strategy is intended to directly inject the voice and concerns of women into the formulation of NGO health programs and interventions. Domestic violence reflects women's low social standing in Pakistan, but it also has immediate health consequences for women. During the second quarter a research agenda will be pursued to better understand the nature and causes of domestic violence in Pakistan. Finally, credit and income generation programs in Pakistan have generally paid little attention to the impact of these programs on the economic and social status of women. Therefore, PNI assistance will be provided to NGOs to evaluate the impact of their credit programs on women, and to develop credit programs that consciously seek to empower women.

It is premature in this first quarterly report to go further in attempting to evaluate the impact of the PNI on women's empowerment. An objective for the second quarter of the PNI is to develop analytical measures for the evaluation of the PNI and its subgrant activities. The linkages between women's empowerment and the PNI's sectoral emphases will be an important part of that exercise.

IV. PNI Contribution to Policy Dialogue

Progress was also made during the pre-award period and first quarter on the PNI's two broad policy objectives:

- to develop linkages with the Social Action Program, and with the Government of Pakistan's programs in health and education; and
- to initiate dialogue with multilateral and bilateral donors and international NGOs on support for NGO and CBO development in Pakistan.

During this period, TAF program staff participated in a number of GOP and/or SAP forums and contributed to various policy discussions on the involvement of NGOs and CBOs in the provision of social sector services. These forums included meetings of the Prime Minister's Programme for Primary Health Care and Family Planning (PMPPHCFP)⁵ and the Prime Minister's Literacy Commission (PMLC)⁶, and participation in the following seminars and workshops;

- a SAP seminar on basic education (7/23-26/95);
- the UNICEF/GOP joint review meeting of UNICEF's three-year strategic plan (9/30/95);
- a workshop on NGO participation in the Prime Minister's Programme for Primary Health Care and Family Planning (10/11/95);
- a UNFPA sponsored workshop on government and NGO collaboration in the population sector (10-16-18/95); and
- the mid-year review of the Primary Education Development Program in Balochistan (11/14/95)

In November 1995, TAF hosted a meeting of donors and international nongovernmental organizations active in support of NGOs in Pakistan. The meeting provided an opportunity for TAF to present the aims of the PNI, inviting comment and criticism on the proposed implementation strategy. It was agreed at this meeting that TAF would host a follow-up meeting of this group in February. Interest was also expressed in forming a working group that would meet regularly to discuss NGO development issues in Pakistan. This forum will focus on

⁵TAF's Representative sits on the Prime Minister's Advisory Committee to this program.

⁶TAF/PNI program staff contribute to the work of this commission.

improving NGO performance, enhancing the public imagine of NGOs and strengthening donor evaluation of NGO activities. (The minutes of this meeting and a list of participants are included as attachment "F" to this report.)

TAF also continues to sit as a member of donor groups on population and NGOs.

Plans were initiated during the first quarter for the publication of a PNI newsletter that would serve as the primary vehicle for informing government, donors and international nongovernmental organizations, as well as concerned NGOs and CBOs, about activities being implemented under this initiative. Policy objectives for the second quarter of the grant include:

- publication of the first issue of the PNI newsletter;
- holding a second meeting of the donor/nonprofit working group on NGO development, and initiate discussion on the formulation of a joint research agenda; and
- provide to donor fora legal and policy analysis on proposed NGO legislation.⁷

⁷During the last two weeks another draft NGO bill has been submitted to and approved by the Cabinet. The NGO bill, which is most restrictive, is expected to be introduced first in the Senate for consideration and a vote. TAF played a key role in legal analysis and policy advocacy among donors when draft legislation was circulated last year. TAF intends to maintain this role with respect to the new draft NGO bill.

V. Program Management

A primary task for the pre-award phase and first quarter of the PNI has been to set up the PNI management structures, formalize relations with other partner institutions (the CPs and AKF) and the Government of Pakistan, and finalize subgrant selection and grant-making procedures for the implementation of the grant. Specifically, the following management objectives were identified for the current reporting period:

- to complete recruitment of PNI program staff;
- to finalize proposal solicitation and selection process, and adapt TAF's subgrant monitoring procedures to the requirements of the PNI;
- to finalize Memoranda of Understanding with the Cooperating Projects and the Aga Khan Foundation setting forth the terms for institutional collaboration in the implementation of the PNI; and
- to determine a 'code of conduct' for interactions with the Government of Pakistan (GOP) regarding the implementation of the PNI.

During the reporting period, substantial progress was made on all fronts. Program staff were recruited, with the last staff member joining the program during the first week of January 1996. Procedures for the solicitation of subgrant proposals were finalized, and proposal and subgrant tracking systems will be finalized during the second quarter of the grant. An MOU with the CPs was formalized during the joint TAF/USAID/CP program review meeting held in Islamabad in December 1995, and TAF has sent a draft MOU to AKF for their review. Through consultations at various levels within the GOP, and with the US Embassy in Islamabad, a code of conduct for the implementation of the PNI has been agreed to which is acceptable to the GOP and consistent with Pressler restrictions on GOP "control, influence or interference" in funding decisions under the PNI.⁸

The following management objectives have been identified for the second quarter of the grant:

- finalize proposal and contract tracking procedures and subgrant monitoring and reporting systems, and develop a strategy for providing cost-effective assistance to CBOs;

⁸USAID Project Paper, *Pakistan Non-Governmental Organization (NGO) Initiative* (Project No. 391-0516, authorized on April 10, 1995), p. 9.

- finalize MOU and subcontract agreements with MotherCare/JSI for the provision of administrative and staff support to MotherCare staff based in Pakistan and visiting CP US-based staff and consultants;
- finalize Memorandum of Understanding with AKF, and expand channels of communication between TAF and AKF component projects under the PNI; and
- finalize procurement of computer equipment and vehicles.

A. *Subgrant Management*

1. Identification and Selection of Subgrantees

Under the PNI, TAF initiated the identification and selection of subgrantees through the consultative process. As set forth in the project proposal, criteria for the selection of subgrantees include, (a) a track-record of accomplishment; (b) a strong commitment to empowering communities and women; (c) a willingness to work collaboratively with a range of actors; (d) having the core management capacities required to implement the proposed activity; and (e) both legal and *de facto* status as a non-governmental organization. Consequently, the consultative process and subsequent discussions with NGOs and CBOs have involved TAF program staff in an assessment of the extent to which an NGO/CBO has open and transparent governance structures, adequate management capacities and clearly defined and articulated goals and objectives. TAF has also sought to document the range of the activities undertaken by each NGO/CBO, their strengths and weaknesses in program implementation, and the network of collaborative, organizational and funding relationships which they are able to draw upon for support.

In these consultations, TAF staff have generally performed two functions; assessing the appropriateness of an NGO/CBO as a potential PNI subgrantee, and providing technical assistance by sharing its observations with each NGO/CBO on the strengths and weaknesses of its governance and management systems and program activities. Gathering sufficient and accurate information on a potential subgrantee is usually an accretive process, involving numerous interactions and discussions. In order to effectively track and document this process, TAF has established an NGO database. Because this database may contain information which is critical of specific NGOs or NGO actors, its contents are kept strictly confidential.

The process of identifying potential NGO/CBO partners is the first step in the grant making process. Initially, this process was largely proactive, with TAF relying on its contacts within the NGO community to identify the more active and qualified NGOs/CBOs. As the profile of the PNI has risen among NGOs and donors, TAF is increasingly being contacted directly by NGOs and CBOs with information about their activities and requests for funding. Processing these requests involves substantial staff time. But it also provides an opportunity for

the PNI to identify worthy NGOs and CBOs that are outside the mainstream. Procedures will be set up during the second quarter to streamline the processing of these requests. It has also become apparent during the first quarter that management of subgrant relations with CBOs will be very labor intensive. A strategy for addressing this concern, while maintaining the PNI objective of interacting with NGOs and CBOs at local, regional and national levels, will be an important priority for the second and third quarters of grant activity.

Once discussions with an NGO/CBO confirm their suitability as a potential subgrantee, and shared program interests have been identified, TAF requests that the NGO/CBO prepare a brief concept paper outlining the rationale for the proposed activity(ies) and their anticipated impact. (TAF has prepared a concept paper outline to assist NGOs/CBOs in preparing this initial submission; a copy of this outline is included as attachment "G".)

The stage of moving from concept paper to proposal is highly idiosyncratic; a concept paper may require many reiterations, or may be converted into a proposal with hardly any intervening steps. Once a proposal has been approved, TAF prepares an issues a letter of agreement which constitutes the fundamental document governing the grantor-subgrantee relationship.

2. Monitoring and Evaluation

TAF intends to adapt its grant monitoring and evaluation procedures to meet the requirements of the PNI. With the recruitment of the PNI project officer, who will be responsible for maintaining the subgrant tracking system, it is expected that these procedures will be finalized during the second quarter. During the second quarter, TAF will also finalize appropriate analytical measures for evaluating the impact of the PNI, both sectorally and across sectors. Local expertise will be engaged to assure that these measures are properly defined and objectively verifiable.

B. *Project Administration*

1. Staffing

TAF proposed a six-person program staff for the implementation of the PNI, consisting of three current TAF staff members (the Representative, Assistant Representative, and Senior Program Advisor); two newly recruited Pakistani nationals (a Program Officer and a Senior Program Officer); and a health specialist to be engaged by MotherCare/JSI as part of the technical assistance component of the PNI (recruitment of the MotherCare Health Advisor and administrative arrangements between TAF and MotherCare are discussed below, see section IV.C.3). As anticipated in its proposal, TAF assigned the Assistant Representative to serve as chief of party for the PNI in June 1995 (in December 1995 the position was formally redesignated as Program Director, Pakistan NGO Initiative and Assistant Representative). TAF's Senior Program Advisor retired in mid-1995. Rather than refilling this position, TAF

decided to recruit in his place a local Project Officer to provide additional support for the subgrant management functions of the PNI.

Recruitment for the Project Officer, Program Officer and Senior Program Officer positions was initiated in July 1995. But without secure funding for the pre-award phase, TAF was forced to delay the formal filling of these positions. In August, TAF hired Ms. Mehnaz Akber on a three-month contract (September 1 to November 30, 1995) to assist in the consultative process. Ms. Akber has a masters degree in gender and development from Sussex University and work experience with the World Bank, the National Rural Support Program and the Sustainable Development Policy Institute. At the end of this short-term contract, TAF confirmed Ms. Akber in the position of PNI Program Officer, and extended her contract until November 30, 1996.

Ongoing efforts to identify a person for the Senior Program Officer position were unsuccessful. At the same time, it became apparent through the course of the consultative process that the MotherCare Health Advisor would be able to contribute substantively to the design of the health component of the PNI. Therefore, in place of a Senior Program Officer with health expertise, TAF determined to hire a second PNI Program Officer with expertise in financial management and credit. This decision was made in recognition of the increasing relevance of support for credit and income generating activities within the scope of the PNI. Ms. Fatimah Afzal, who has a masters in finance from the Lahore University of Management Sciences (LUMS) and three-years experience in investment banking, joined TAF on a one-year contract in mid-November 1995. Finally, TAF was able to recruit a former USAID/Pakistan employee with more than five years experience in USAID project management for the position of PNI Project Officer. Ms. Nasim Sherin joined TAF in early January 1996. (Contractor employee biographical data sheets for these three employees are included as attachment "H" to this report.)

2. Procurement

During the first quarter, TAF completed procurement of the file server and two notebook computers approved under the capital equipment line item of the project proposal. The order for this equipment was placed in November 1995, with delivery anticipated early in the second quarter. To simplify the requisite accounting and cost allocations, TAF determined to use PNI grant funds to purchase a laser printer, in place of the approved funding for upgrading its existing computer equipment (TAF's own funds were used during the reporting period to upgrade its existing equipment). The order for this laser printer was also placed in November, with delivery expected in the second quarter. Finally, TAF prepared specifications and solicited quotations for the two vehicles to be procured under this grant. Once the selection process has been completed, and in accordance with USAID standard provisions, TAF will secure the specific approval of the USAID's Grants Officer before proceeding with this procurement. It is expected that the orders for these vehicles will be placed in the second quarter, with delivery to be early in the fourth quarter of the grant period.

3. Consultancies, Regional Training and International Travel

Pursuant to discussions with the PNI Project Officer, Mr. Richard Whitaker, during his visit to Pakistan in December 1995, TAF is not required to notify USAID in advance of planned or completed international travel under the PNI. Instead, TAF will include in this section of each quarterly progress report a summary of international travel completed during the reporting period or planned for the coming quarter. This summary will include travel by program staff, consultants and subgrantees who are participating in regional training activities funded under the grant.

No international travel by program staff was undertaken during the current reporting period. As noted below, it is anticipated that one program staff member will travel to India during the second quarter of the grant as part of a planned regional observation and training program to Jamkhed, India (see below). No consultants were engaged under the PNI during the pre-award phase and first quarter of the grant. As noted above, negotiations were initiated with a local consultant to advise TAF on the development of specific analytical measures for the evaluation of the PNI. It is expected that this consultancy will be completed early in the second quarter, but no international travel will be required for this consultancy.

TAF supported the following regional training programs during the first quarter of the grant:

- Strengthening Participatory Organization: Dr. M. Suleman Shaikh, Director, participated from November 1 to December 4, 1995 in the 21st Program for Development Managers Course conducted by the Asian Institute of Management in Baguio City, the Philippines.
- Sungi Development Foundation: Mr. M. Anees Khan, Financial Manager, participated from October 26 to November 5, 1995 in a Financial Management Course for NGDOs conducted by the Asian Institute of Technology in Colombo, Sri Lanka.

TAF plans to support two regional training programs during the second quarter:

- Anjuman Ittehad Naujawan-e-Nawalane Lyari: Mr. M. Aslam Baloch, Social Secretary, will participate from January 8 to March 16, 1996 in the Second Program on Development Management for Grassroots Development Organizations in South Asia conducted by the Society for Participatory Research in Asia in New Delhi, India.
- The following organizations and individuals will participate from February 27 to March 10, 1996 in a community-based health services observation

and training program conducted by the Comprehensive Rural Health Project in Jamkhed, India:

- APPNA Sehat: Dr. Moazzam Khalil, Regional Coordinator, Murree, and Dr. Shaifiq-ur-Rahman, Regional Coordinator, Mardan
- Aurat Foundation: Ms. Shahida Parveen Khan, Director, Health Information & Training
- Baanhn Beli: Mr. Javed Jabbar, Chairman, Dr. Saeed Ismail, Vice Chairman, and Ms. Suraiyya
- Balochistan Rural Support Program: Dr. Shahida Jaffrey, Coordinator, Social Development, and Ms. Parveen Asif, Subject Matter Specialist, Health
- Frontier Primary Health Care: Dr. Emel Khan, Director
- Health and Nutrition Development Society: Dr. Sheikh Tanveer Ahmed, Coordinator, and Ms. Rashida Sultana, Health Educationist
- Khwendo Kor Women & Environmental Development Program: Ms. Maryam Bibi, Program Coordinator, and Ms. Musarat Sayed, Health Supervisor
- NGO Resource Center: Mr. Zafar Iqbal, Field Coordinator, Khairpur
- Pakistan Community Support Program: Mr. Hidayatullah, Team Leader, and Ms. Rubina Massey, Health Coordinator
- Pattan Development Organization: Mr. M, Hassan Qazilbash, Monitoring, Evaluation & Research
- South Asia Partnership-Pakistan: Dr. Irfan Mufti, Senior Program Officer
- Strengthening Participatory Organizations: Ms. Tasneem Akhtar, Field Coordinator
- Sungi Development Foundation: Mr. Mustafa Aziz, Director of Communications, Ms. Tasneem Awan, Coordinator, Reproductive Health, and Mr. Mohammad Turab, Program Coordinator, Health

In addition, Ms. Fatimah Afzal, PNI Program Officer, The Asia Foundation and the MotherCare Health Advisor, Ms. Judith Standley, are expected to participate in this regional training program (Ms. Standley's participation will be funded by MotherCare/JSI).

C. Institutional Relations

1. Aga Khan Foundation

TAF initiated discussions with AKF on collaborative efforts under the PNI in July 1995. Further discussions were held in November 1995, after the grant agreements with TAF and AKF had been finalized. TAF forwarded a draft MOU to formalize our collaboration in December 1995. (A copy of this draft MOU is included as attachment "I".) It is expected that this MOU will be finalized during the second quarter of the grant. Effective collaboration between AKF and TAF, however, has not been impeded by the delay in finalizing this MOU. TAF initiated consultations with the NGO Resource Center (NGORC), a project of the Aga Khan Foundation which will be partially funded under the PNI, early in the consultative process.

As noted above, we are actively engaged with the NGORC in discussions on support for CBOs in the Lyari district of Karachi and in interior Sindh. The NGORC has accepted TAF's offer of use of its conference facilities to conduct a workshop on assessing the organizational capacity of CBOs. This workshop, to be held in January 1996, will strengthen the capacity building skills of program staff from a approximately twenty donor and NGO support organizations. It represents an opportunity for the NGORC to extend its reach outside of Sindh, and is a clear example of the opportunities for effective collaboration between TAF and the NGORC which are likely to emerge during the implementation of the PNI.

2. Cooperating Projects (MotherCare, Wellstart EBP and BASICS)

In May 1995, MotherCare/JSI, the lead Cooperating Project, retained the services of an expatriate consultant, Ms. Judith Standley, to provide technical assistance to TAF during the consultative process. Ms. Standley assumed the position of MotherCare Health Advisor to the PNI on a full-time basis in September 1995. In this capacity she has been instrumental in the formulation of TAF's strategy for assisting NGOs and CBOs in strengthening their health programs. In addition, she is expected to coordinate on behalf of the three CPs any specific technical assistance requests from TAF and/or AKF under the PNI. During the first quarter of the grant, MotherCare/JSI began the process of recruiting a Pakistani national Program Coordinator, who is expected to overlap with Ms. Standley prior to her departure from Pakistan in mid-1996, and to carry after her through the end of the project in September 1998.

The MotherCare/JSI technical manager for the PNI, Mr. Zahidul Huque, made a brief stopover in Pakistan in November 1995. This visit provided an opportunity for TAF and MotherCare to engage in detailed discussions of the PNI and the envisioned role for CP technical assistance under the project. A preliminary plan for MotherCare's technical assistance inputs during the first year of the PNI was prepared, and subsequently reviewed with the other CPs at the mid-December joint-meeting of the CPs, TAF and USAID (see below and attachment D). TAF and MotherCare/JSI also discussed the provision of administrative and logistical and logistical support to MotherCare staff based in Pakistan (the Health Advisor and Program Coordinator). Pursuant to these discussions, it was agreed that TAF would continue to provide office space to MotherCare for its staff on a cost-reimbursement basis, and that MotherCare/JSI

would subcontract with TAF for the provision of secretarial and financial staff support services. It is expected that this subcontract will be finalized during the second quarter, once it has been approved by the AID's contracts office in Washington, DC.

In mid-December 1995 representatives of the three Cooperating Projects, together with the AID Project Officer, Mr. Richard Whitaker, visited Pakistan for a review of the status of the PNI, and further discussions on the role of the CPs under the project. TAF made a presentation on the status of project activities and the consultative process, and the three CPs made presentations on their mandates, the scope of their activities, and the types of technical assistance which they would be able to provide under their agreements with AID/Washington. The draft MOU outlining the modalities for cooperation between TAF and the CPs under the PNI was reviewed and finalized. (A copy of this MOU is included as attachment "J".)

3. U.S. Agency for International Development

Following the signing of the grant agreement, TAF requested that the agreement be amended to extend the grant period to September 30, 1998, the anticipated project completion date in the project paper. TAF also requested amendments to the standard provisions for international travel and participant training to allow TAF maximum flexibility in arranging for regional training under the grant. Based on discussions with Mr. Richard Whitaker during his visit to Pakistan in mid-December, and confirmed in his trip report of January 18, 1996, TAF understands that the grant agreement will be amended to extend the project completion date, and that ANE/ORR will secure from the Global Bureau's training office approval for TAF to notify AID/Washington of its regional training activities as part of its quarterly progress reports, rather than requiring separate, advance notification for each instance of training. (It is understood that this notification will henceforth occur as per section IV.B.3 above.)

During the first quarter of the grant, TAF also held three meetings with Ms. Caryl M. Courtney, the designated liaison officer under the PNI at the US Embassy in Islamabad, to brief her on activities under the grant. TAF also met with the acting U.S. Ambassador in Islamabad to brief him on the steps being taken by TAF to arrive at an acceptable 'code of conduct' for keeping the Government of Pakistan informed of activities under the project (see below).

4. Government of Pakistan

During the pre-award phase and first quarter of the grant TAF met three times with Ms. Shanaz Wazir Ali, Special Assistant to the Prime Minister for the Social Sectors, to brief her on the status of the project. In these meetings Ms. Wazir Ali was advised that due to Pressler constraints, and substantial time constraints in implementation, TAF was required to select subgrantees independent of the GOP's approval process. At the same time, it was recognized that the GOP had an interest in assuring the effective implementation of the project and a legitimate need to be kept informed of project activities. It was agreed that TAF would provide periodic reports to Ms. Wazir Ali on the implementation of the project, and would meet with

her and other members of the government as and when required to keep them informed of the status of project activities. As noted, TAF also briefed the US Embassy in Islamabad on these discussions, and TAF and Mr. Richard Whitaker met jointly with Ms. Wazir Ali during the latter's visit to Pakistan in mid-December 1995. Formal written notice of the receipt of PNI funds was provided to the Government of Pakistan through a letter from the TAF Representative to Ms. Shanaz Wazir Ali dated November 8, 1995 (see attachment "K").

VI. Objectives for Next Quarter

A. Program Objectives

- make at least five additional subgrants to NGOs identified in the first cluster which address both the strategic opportunities and sectoral concerns of the PNI;
- finalize sectoral strategies in health and education, and further refine cross-cutting strategies for linking these sectoral concerns with NGO/CBO capacity building and women's empowerment;
- identify a second, strategically connected cluster of NGO activities for funding in the third and fourth quarters of the grant; and
- develop analytical measures for the evaluation of subgrant activities in relation to these program strategies.

B. Policy Objectives

- publish the first issue of the PNI newsletter;
- hold a second meeting of the donor/nonprofit working group on NGO development, and initiate discussion on the formulation of a joint research agenda; and
- provide to donor fora legal and policy analysis on proposed NGO legislation..

C. Management Objectives

- finalize proposal and contract tracking procedures and subgrant monitoring and reporting systems, and develop a strategy for providing cost-effective assistance to CBOs;
- finalize MOU and subcontract agreements with MotherCare/JSI for the provision of administrative and staff support to MotherCare staff based in Pakistan and visiting CP US-based staff and consultants;
- finalize Memorandum of Understanding with AKF, and expand channels of communication between TAF and AKF component projects under the PNI; and
- finalize procurement of computer equipment and vehicles.

VII. Attachments

- A. Pakistan NGO Initiative: NGOs Contacted During Initial Consultations
- B. Grant Summary: Organization for Participatory Development
- C. Credit and Income Generation in the Nonprofit Sector: Issues and Dilemmas in Program Design and Implementation
- D. Proposed MotherCare Activities in Pakistan in Collaboration with The Asia Foundation
- E. Non-Formal Primary Education: Issues for Program Design and Implementation
- F. Minutes of the Donor/Nonprofit Meeting on the PNI
- G. Pakistan NGO Initiative: Concept Paper Outline
- H. Contractor Employee Biographical Data Sheets for Mehnaz Akber, Fatimah Afzal and Nasim Sherin
- I. Memorandum of Understanding (draft) between The Asia Foundation and the Aga Khan Foundation
- J. Memorandum of Understanding between The Asia Foundation and the Cooperating Projects (MotherCare, Wellstart EPB, and BASICS)
- K. Letter to Ms. Shanaz Wazir Ali, Special Assistant to the Prime Minister for the Social Sectors dated November 8, 1995

Pakistan NGO Initiative
NGOs Contacted During Initial Consultations

Aasthan Latif Samaji Tanzeem	ALST
Academy for the Development of Human Resources	ADHR
Ali Institute of Education	AIE
Alif Laila Book Bus Society	ALBBS
APPNA Sehat	AS
Aurat Foundation	AF
Awami Committee	AC
Baanhn Beli	BB
Balochistan Rural Support Program	BRSP
Baltistan Health & Education Foundation	BHEF
Bedari	BEDARI
Behbud Association of Pakistan	BAP
Bunyad Literacy Community Council	BLCC
Caritas	CARITAS
De Laas Gul Welfare Program	DLG
Family Planning Association of Pakistan	FPAP
Frontier Primary Health Care	FPHC
Frontier Resource Center	FRC
Health and Nutrition Development Society	HANDS
Human Resources Management & Development Center	HRMDC
Institute for Educational Development	IED
Khwendo Kor Women & Environment Development Program	KK
Lawyers for Human Rights and Legal Aid	LHRLA
Maternity and Child Welfare Association of Pakistan	MCWAP

Pakistan NGO Initiative
NGOs Contacted During Initial Consultations

NGO Resource Center	NGORC
Nirali Kitabon Trust	NKT
Orangi Pilot Project	OPP
Organization for Participatory Development	OPD
Pakistan Community Development Project	PAK-CDP
Pakistan Reproductive Health Network	PRHN
Pattan Development Organization	PDO
Sarhad Rural Support Corporation	SRSC
Shirkat Gah	SG
Sindh Graduates Association	SGA
Society for Community Support for Primary Education in Balochistan	SCSPEB
Society for the Advancement of Higher Education	SAHE
Society for the Protection of the Rights of the Child	SPARC
South Asian Partnership, Pakistan	SAP-PK
Sungi Development Foundation	SDF
Supporting Participatory Organizations	SPO
Tameer-e-Millat Foundation (Shifa Hospitals)	TMF
Tharparkar Rural Development Project	TRDP

GRANT SUMMARY

Grantee: Organization for Participatory Development

Contact/Address: Mr. Qurban Raza, President
Ms. Bushra Kazmi, Program Coordinator
P.O. Box 442 (Naushehra Road), Gujranwala, Punjab

Grant Number: 24-018-24-04701

Grant Amount: Rs. 1,712,400 (US\$50,047)

Grant Period: December 1, 1995-November 30, 1997

Purpose: To enable OPD to, continue its home school program, expanding its impact by setting up a community model school for low-income children, particularly girls; provide capacity-building support to the Mothers' and Teachers' Clubs; and increase the impact of its Family Enterprises Credit Program. These activities taken together are expected to increase the social and economic resources of the target community with the long-term objective of enabling the community to gain better access to, or meet through its own resources, the community's need for social sector services, particularly in health and education.

DESCRIPTION:

(1) *Home School Program.* Under its home school program, OPD has established 15 home schools where approximately 450 students are currently enrolled. It is understood that OPD is currently able to provide for about one quarter of the recurrent costs of these home schools from the tuition of Rs.10 per month charged to each student. (Because of fluctuations in class size and the difficulty of charging tuition from all students, the actual income of the home school program averages about Rs.2,500 per month). Support under this grant will cover the balance of these recurrent costs, consisting of teachers' salaries and books, mats, fans and blackboards, for a period of two years. During the period of this grant OPD will experiment with approaches to increasing the sustainability of its home school program, primarily through the establishment of a formal community model school. With the establishment of the community model school, the home school program will provide education to girls (and boys) in pre-primary, kindergarten and class one only. Education for girls (and boys) in classes two and above will be provided through the community model school. It is expected that by the end of two years the tuition charged students in the community model school will be sufficient to cover the recurrent costs of both the community model school and the home school program.

(2) *Community Model School.* In addition to the problem of sustainability, a second concern raised by the home school program is the problem of access to education beyond grade five for girls (and boys) from low-income families. To address both these needs, OPD has proposed to the community, and the community has endorsed, the establishment of a formal community model school that would eventually provide education through grade ten. Students who attend

OPD's home schools through class one would gain admission to the model school free of cost, while other students would be required to pay an admissions fee of Rs.70. Initially, the community model school would provide instruction for classes two through five. However, as those in class five advanced, the school would add additional classes up to class ten. Tuition will be charged on a graduated scale, beginning at Rs.15 per month for students in class two; Rs.25 per month for students in classes three to five; Rs. 35 for classes six to eight; and eventually, Rs.50 per month for classes nine and ten. Funds earned from this tuition charge are expected to cover all of the community model school's recurrent costs, except for rent during the first year, and to also cover the recurrent costs of the home school program after year two.

One recurrent cost of the community model school which OPD will not be able to cover from tuition charges is the cost of books, which must be provided to each student every six months, at the completion of each grade. Therefore, to assure the sustainability of the model school, OPD proposes to establish a Community Model School Book Bank. Students of the model school would be expected to pay for one set of books at the time of admission. At the end of each term, they would return this set of books to the book bank and receive a new set of books for the next grade level. Provided that the books were returned in good condition, there would be no additional charge. The income generated through the sale of the first set of books would be used to maintain the book bank, while students would be expected to pay to repair or replace any damaged books. Therefore, assistance under this grant will cover the cost of rent for the community model school for the first year, furnishing for the school, and establishment of the book bank. These are one time expenses, after which the community model school will be supported entirely from tuition charges.

In addition to increasing access to education, the community model school will also provide an opportunity for teachers trained under OPD's home school program to increase their competence and incomes. Teachers from the home school program will manage the model school from the beginning, with one teacher acting as principal on a rotating basis. OPD will initially provide management assistance in the running of the school, but it is expected that the teachers will eventually be able to assume this responsibility. Though the community model school OPD proposes to assist the teachers in the community to develop their capacity to manage on a self-sufficient basis both the model school and the home school program, so that henceforth it will be possible for the community to meet the education needs of their girls (and boys) from their own resources.

(3) *Mothers' and Teachers' Clubs, and Community Activities Center.* The mothers of the students in OPD's home school program have formed a Mothers' Club, with an eleven member working body. Through regular meetings of the Mothers' Club OPD has been able to motivate women in the Naushehra Road community to undertake target-oriented development projects. OPD's role has been to provide the Mothers' Club with information on development issues, and modest financial resources. Its objective is to assist the Mothers' Club in becoming an independent community-based organization that can take up issues of concern to the women in the community and devise locally-based responses and solutions. The Mothers' Club has also

served as a point of contact supporting government health initiatives, such as the vaccination of children for polio and measles. One activity of the Mothers' Club may be to establish a health forum through which health education can be provided to women in the community.

The teachers from OPD's home schools have formed a Teachers' Club, and teachers from private schools in the project area have also been invited to participate. The Teachers' Club has served as a focal point for discussion about the education needs of the community, and has led to proposals to establish the community model school and book bank. It has also served as a forum for teacher training programs organized by OPD. Once the community model school is established, OPD intends to utilize that facility to develop a Community Activities Center where community members can gather to discuss their social, economic and health problems. Each of these organizations, the Mothers' Club, Teachers' Club and Community Activities Center serves to expand the available social resources of the Naushehra Road community, strengthening the community's capacity to mobilize resources to address locally identified needs and problems. Under this grant, modest assistance is provided to enable OPD to continue its capacity-building efforts with these nascent community-based organizations.

(4) *Family Enterprise Credit Program.* OPD's credit program is designed to extend small loans to family-managed micro-enterprises. The program has to date extended loans to more than 150 business units in the project area. OPD has a modest revolving fund of Rs.350,000 which was initially provided by Canadian International Development Assistance. This amount is inadequate to meet the community's need for credit. OPD is also able to arrange for loans through the Orangi Pilot Project (OPP) in Karachi. Though OPD incurs costs in the management of these loans, the mark up from these loans must be returned to OPP together with the principal amount, and is therefore not available to support the administrative costs of OPD's credit program. Under this grant the Foundation will provide Rs.500,000 to increase the capital base of OPD's revolving fund. This will enable OPD to meet more of the community need for credit from its own resources. Since OPD will be able to retain the mark up on these loans, it is expected that with this additional infusion of capital OPD's credit program will become self-sustaining. In addition, a portion of the mark up may be available to support OPD's general operating costs, increasing the organization's long-term sustainability.

(5) *Other.* In addition to these specific activities, funding is also provided under this grant for the salaries of key OPD management staff, and for other management costs, including documentation and staff training, the procurement of computer equipment, and rent, utilities and other general operating costs required to maintain OPD's office on Naushehra Road. It is expected that over the next two years OPD will incorporate these recurrent overhead costs into the assistance it receives from other donors. The Asia Foundation also anticipates including OPD and OPD's Mothers' Clubs in training workshops and technical assistance to be provided under the Pakistan NGO Initiative. Such in-kind assistance is anticipated to strengthen the health education activities of nongovernmental organizations, promote improvements in maternal, reproductive and child health in Pakistan, and address specific issues in primary education.

BUDGET:

<u>Line Item</u>	<u>Cost per Quarter</u>	<u>No. of Quarters</u>	<u>Total</u>
1. SALARIES:			
a. Program Coordinator	Rs. 15,000	8	Rs. 120,000
b. Social Organizers (2)	10,500	8	84,000
c. Accountant	6,000	8	48,000
d. Contingency (10% of recurrent costs)	<u>n.a.</u>		<u>12,600</u>
<i>Sub-Total</i>	<i>31,500</i>		<i>264,600</i>
2. PROGRAM COSTS:			
a. Home School Program			
i. Teachers/Activists (17)	Rs. 18,000	8	144,000
ii. Books, mats, fans and blackboards	3,000	8	24,000
b. Community Model School			
i. Rent	n.a.	one time	48,000
ii. Furniture	n.a.	one time	65,000
iii. Book bank	n.a.	one time	45,000
c. Community Organizations			
i. Mothers' Club	5,000	8	40,000
ii. Teachers' Club	5,000	8	40,000
d. Revolving Fund	n.a.	one time	500,000
e. Contingency (10% of recurrent costs)	<u>n.a.</u>		<u>12,400</u>
<i>Sub-Total</i>	<i>31,000</i>		<i>918,400</i>
3. MANAGEMENT COSTS:			
a. Documentation	3,000	8	24,000
b. Training	2,500	8	20,000
c. Equipment			
i. Computer	n.a.	one time	140,000
ii. Laser Printer	n.a.	one time	66,000
d. Administration			
i. Office Rent	9,000	8	72,000
ii. Office Utilities	6,000	8	48,000
iii. Telephone	9,000	8	72,000
iv. Transportation	9,000	8	72,000
e. Contingency (10% of recurrent costs)	<u>n.a.</u>		<u>15,400</u>
<i>Sub-Total</i>	<i>38,500</i>		<i>529,400</i>
TOTAL	Rs.101,000		Rs.1,712,400

REPORTING REQUIREMENTS:

Financial Reports: Quarterly financial reports are due on or before January 15, April 15, July 15, and October 15, 1996, and January 15, April 15, July 15, and October 15, 1997. The first quarterly financial report due on January 15, 1996 covers only one month of grant activity, from December 1 to 31, 1995. A final quarterly financial report due on January 15, 1998 will cover the final two months of grant activity, from October 1 to November 30, 1997.

Substantive Reports. Biannual substantive evaluative reports are due on or before July 15, 1996, and January 15 and July 15, 1997. A brief, interim analytical report is due on or before November 1, 1996 as the basis for approval of the second year extension of this grant. A brief, final evaluative report is due on or before January 15, 1998.

COUNTERPART CONTRIBUTIONS:

OPD receives assistance from other donors for its low-cost sanitation, urban forestry and environmental conservation programs. These contributions are considered as counterpart to this grant, as OPD's activities under these programs also contribute to achieving the broad objective strengthening the community's access to social sector services. Further, OPD is able to raise funds from the local community to support its home school program and other activities. Tuition from the home school program currently provides about 25% of the cost of that program; tuition from the community model school to be established under this grant is expected to cover both the cost of that school and an increasing share of the cost of the home school program. Mark up earned on loans made under the credit program will cover the cost of managing the credit program, and also provide general income to support OPD's core institutional costs. OPD's financial reports will include information on other funding received and spent in support of the activities supported under this grant, and related activities.

Credit and Income Generation in the Nonprofit Sector: Issues and Dilemmas in Program Design and Implementation

Introduction

Income generation programs (IGP)¹ are a relatively new to nonprofits in Pakistan. Approaches to the design and implementation of such programs are still in nascent stages. The challenges to developing a successful IGP are increased by the fact that the parent organization -- the NGO or CBO which initiates the IGP -- is itself, in most cases, relatively new. These groups are often unfamiliar with, if not suspicious of, concepts of professionalism and a business-minded approach. Even for a basic IGP aimed at reducing poverty, a professional outlook is a prerequisite for enabling beneficiaries to sustain their efforts and achieve economic growth.

What follows is a discussion of certain issues and dilemmas which have a bearing on the capacity of NGOs to adopt a more professional approach to their IGPs. These include: pitfalls in IGP program designs; suggested approaches to IGP development; and the challenges to securing support from the formal financial sector.

- **Defining objectives and evaluation criteria**

Unlike financial institutions, the underlying objective of an NGO is not to generate profits. A seemingly self-evident statement, this observation has far reaching ramifications when setting the objectives and evaluation criteria for a nonprofit sector IGP. Credit in the nonprofit sector assumes a larger role than it does in the commercial sector. IGPs are a development tool through which change may be initiated in a community; therefore, IGPs can have consequences that are more than economic. Social mobilization brought about through a credit program can relieve beneficiaries from exploitative factors in an unfair market. Improving the financial condition of beneficiaries can open access to health and education opportunities which were previously unaffordable or even unknown. Group formation, the cornerstone of all group lending programs, invariably serves multiple social development objectives. Community forums can be used by NGOs to disseminate information on political, educational and health issues. In addition, NGOs who are confident of their strong links with a target community(ies), are able to use community meetings to raise sensitive issues of equity and advocacy.

Often, if not always, NGOs strive to involve women in their IGP programs. A carefully crafted IGP can, in this regard, be a potent instrument of change. Women's empowerment issues can be brought to the forefront through thoughtfully designed program and implementation strategies. Thus what may begin as a poverty reduction program, has the potential in the long run, to

¹IGP has been used as a blanket term for poverty reduction and financial self-sufficiency programs. Thus it covers credit and savings schemes and small and medium enterprise development programs.

change the social complexion of the community. Therefore, in setting the objectives of an IGP or when assessing its impacts, an integrated approach is required that looks at the complete *before and after* social scenario. Secondly, IGP program designs should assess suitability not only in narrow financial terms, but also with regard to the accomplishment of its larger, overarching social development goals.

- **Lack of entrepreneurial bent in NGOs -- reliance on an appeal to charity**

A Ford Foundation review of its Livelihood, Employment and Income Generation Program 1974-1994,² points out that while many of the programs supported had been successful in enabling their beneficiaries to move from the stage of survival to greater economic security, few had been successful in moving beneficiaries from security to growth. Partly, this failure is attributable to the non-entrepreneurial vision and mission of many NGOs. NGO IGPs tend to have a welfare-oriented approach and charity appeal. NGOs may also be reluctant to experiment with new approaches, given the commonly known, phenomenal rates of loan recovery for most nonprofit credit programs (80-100%), the general paucity of funds, and the need to avoid failure in order to maintain good relations with funders. Under these conditions many NGOs become risk averse.

There may be a justification for donors providing 'venture capital' that would allow NGOs to take greater risks with innovation, to create an enabling environment for learning from experience. But before NGOs become effective business advisors they need to develop new capabilities. Professional management is not a hallmark of Pakistan NGOs. Sound in-house management and information systems are not high priorities. Can such NGOs support the development of business ventures by the poor if they themselves lack a business-driven approach which emphasizes financial sustainability, institutional capacity building and the development of cost effective delivery mechanism? NGOs should address these concerns before they seek to expand their IGP activities.

- **Access to business related information**

Market related information is crucial to the success of an enterprise, be it at a subsistence, growth or maturity stage. Market indicators, used intelligently, can serve as an impetus in developing the business. Can products be improved -- based on consumer preference indicators -- and higher prices commanded. Can more value-added products be produced? What are competitors doing? How can the influence of monopolies be avoided by accessing alternative markets? Where are there sources of cheaper raw materials? How can terms of trade with suppliers and buyers be improved? Answering these questions requires access to market related

²*Income and Employment in Bangladesh: Forward Ever Backward Never.* A Review of Ford-Bangladesh's Livelihood, Employment and Income Generation Program 1974-1994 by Marshall A. Bear and Jennefer Sebstad, October 1994.

information. A knowledge of retail outlets can also remove the middle-person from the marketing chain, and thus improve margins and market exposure for the manufacturers and small entrepreneurs. Moreover, by developing stronger market linkages NGOs may be able to negotiate subsidized deals to the benefit of their beneficiaries; for example, by arranging for an enterprise in the agricultural sector to purchase agricultural inputs such as fertilizers and seeds directly from the producer, thus saving on wholesalers margins. In general, NGOs need to play a more active role in making market information available to their beneficiaries and in inculcating market-sensitive business practices.

- **Small can be desirable and has its rationale**

The thrust of the arguments raised above has been on expansion and the significance of growth for small enterprises. However, the realities of the nonprofit sector reveal that "small" can be desirable and has its rationale. At low income levels, widely disbursed small markets may saddle facilities designed for the large scale organization of production with unutilized capacity and indivisible fixed assets. A small trader carrying more modest headload would be a more cost effective way of meeting the needs of the community. In addition, smaller enterprises allow each community can become self-sufficient, with its needs being met by a group of small traders or enterprises that operate within its midst. Similarly, weak infrastructure facilities may translate into high unit transportation costs for a formal production unit, while cyclical or seasonal agricultural activities give people flexibility to have several occupations, and thus increase their incomes, especially since their opportunity cost is often close to zero. A factory, on the other hand, would have legal constraints with regard to work hours that would make it less competitive in such a market.

- **Credit needs in the nonprofit sector are not *simple***

The forgoing arguments point to the inappropriateness of the prevalent tendency to take a simplified view of the credit needs of the nonprofit sector. When capital needs range from two thousand rupees to two hundred thousand, it is important to identify the stage of development of a particular business entity in order to provide relevant customized assistance. Demand-driven program designs can help assure that credit inputs are geared to the level of development of the enterprise. For example, the needs of a woman who wants to buy a few chickens are different from those of an enterprise based on a single, multi-seasonal economic activity, which are themselves different from those of an enterprise that is looking towards growth by adjusting its production technology to new products and markets. As an informal enterprise becomes increasingly organized, it will eventually need to tap into the credit facilities of formal financial institutions to meet its capital needs.

- **Financial institutions as possible sources of financing**

For a more developed enterprise, ready to move out of the NGO/CBO support orbit, financial

institutions (whose mandate includes support to small enterprises) can be the logical capital support alternative. Insufficient funds, liquidity problems, or a concern about expanding the IGP to serve a large number of beneficiaries, can inhibit the capacity of NGOs/CBOs to meet the larger, long-term capital needs of its beneficiaries. On the other hand, for financial institutions, mature enterprises in the nonprofit sector may mean high business risk and consequently greater default risk. And their narrow financial requirements may deprive the financial institutions of ancillary business income (such as commission from letters of credit, advisory services or remittances).

These issues highlight the significance of developing linkages between banks, NGOs/CBOs, and their beneficiaries where there is complete understanding of each others roles. For example, banks with a mandate to assist small enterprise development may lack a supporting network to reach out to clients in remote areas. NGOs can, and are in some cases bridging this gap by serving as the intermediary bodies. This arrangement assumes strong NGO-community links and a willingness on the part of NGOs/CBOs to serve as the credit guarantor. But for NGOs to present themselves as competent business partners, they need to improve their understanding of how banks work and address whatever concerns of accountability, transparency, and reliability that these financial institutions may have with regard to both NGOs/CBOs and their beneficiaries. In particular, if an NGO or CBO subsidizes a small enterprise (e.g. through below market-rate credit and/or raw materials, or assistance in marketing), this contribution to the small enterprise must be transparent to all parties so as not to compromise the financial viability and the business orientation of the financial institution.

Concluding Comments

As IGPs mature and NGO/CBO experience with the design and implementation of such programs increases, the challenge for NGOs and CBOs will be adapt to a larger role as proficient business advisors, while remaining within their established mission and social development agenda. But to which institutions can these NGO/CBOs look for relevant capacity building assistance and financial support? Can the support organizations that are currently operating in the nonprofit sector meet the institution building needs of NGOs and transform them into professionally managed, small enterprise developers? Management training institutions, which meet the needs of the commercial sector, may be able to tailor management programs for NGOs, as well. Business schools that have a tradition of conducting research and providing advisory/consultation services may be another possibility. However, the underlying prerequisite for strengthening IGPs remains an awareness and openness in NGOs/CBOs to a self-critical, introspective approach, and a commitment to professionalism.

PROPOSED MOTHERCARE ACTIVITIES IN PAKISTAN IN COLLABORATION WITH THE ASIA FOUNDATION

I. FIRST PHASE

a. Capacity Building of NGOs/CBOs in Diagnosis and Prioritization of Maternal-Child Health Issues

i. Preparation of Change Agents

A group of national experts (3 to 5) will be identified and prepared to take on the role of "Change Agents" for health programming and implementation activities under the Pakistan NGO Initiative. Principles of sustainable change through community participation in planning and implementation, and linking the community with health care professionals and facilities in the development effort, will receive major attention during the orientation of these national experts. The concept and methodology of "Autodiagnosis" will be introduced to the change agents through a workshop followed by practical application of these tools in the field with an NGO. These national experts will later work with a selected number of NGOs/CBOs to develop their capacity for planning, implementing and accessing quality health services. The technical and managerial support for the change agents will be provided by the MotherCare Technical Advisor and Program Coordinator, TAF advisors with assistance from international consultant(s). This may involve a 10 day workshop and a field trip of 10 days.

Time: Late February - early March, 1996

ii. Dissemination of State-of-Art Information on Maternal-Child Health based on the Experience of MotherCare and Other Organizations

A one or two day conference will be arranged for the selected NGOs/CBOs and other interested organizations to introduce the state-of-art knowledge of maternal-child health in the community and health facility setting in different countries. This will include empirical evidence on what works, how it works and what can be accomplished in a given socio-cultural context and health system bureaucracy, to improve the health of women and children. This seminar will be organized by the MotherCare Technical Advisor and Program Coordinator in Pakistan, with assistance from MotherCare Washington, BASICS, and Wellstart.

Time: Mid-April 1996

iii. Selection of NGOs/CBOs for Autodiagnosis

A three-day workshop for 10 to 12 NGOs/CBOs will be organized to introduce the concept of autodiagnosis and participatory program planning and implementation. The NGOs/CBOs will bring relevant information with them and work with the change agents during the workshop. Our expectation is that 3 or 4 NGOs/CBOs will request assistance in pilot testing autodiagnosis techniques. The change agents in consultation with MotherCare and the TAF advisors will identify these NGOs for technical assistance for health capacity building. The following NGOs/CBOs are tentatively proposed to participate in the workshop:

Appna Sehat, Behbud, Health and Nutrition Development Society (Hands), Khwendo Khor (KK), Pakistan Community Development Program (Pak-CDP), Sindh Graduate Association (SGA), Sungi Development Foundation, Tharparkar Rural Development Program (TRDP), Baanhn Beli, Frontier Primary Health Care, Organization for Participatory Development (OPD).

Time: Mid-end April 1996

iv. Conduct of Autodiagnosis

The selected NGOs/CBOs, together with the change agents will conduct auto-diagnosis to identify and prioritize their health problems and needs.

Time: May-August 1996

b. **Development of Maternal and Child Health Program Strategies and Package of Interventions for the NGOs/CBOs**

Upon completion of the autodiagnosis, the NGOs/CBOs will develop their organizational strategies to develop and implement a package of services for maternal-child health. The strategies and program components will vary depending on the need of the community and the potential of the NGOs/CBOs to implement the strategies. The reproductive health intervention package may range from creation of awareness among women and family of the danger signs of pregnancy, delivery and labor, knowledge of availability of services, identification of pregnant women by Traditional Birth Attendants to improvement/development of skills of providers, upgradation of clinical service facilities, development of health information system,

and development of obstetric and neonatal health services protocols, training materials and IEC materials.

Time: September - November 1996

c. **Assessment/Review of Maternal Care in NGO Clinical Settings**

A small team of MotherCare experts will visit selected NGOs providing maternal health services through clinics and outreach activities. This team will assess quality of care issues with the goal of developing/improving a package of interventions. The team will look at:

- quality of service in; reproductive health infections, anemia/nutrition, pregnancy and delivery care, postpartum care/family planning
- readiness of the facilities to provide the above mentioned services

Examples of NGOs where this assessment could possibly be done include:

MCWAP (Maternal Child Welfare Association of Pakistan), Baltistan Health and Education Foundation, Tharparkar Rural Development Project (TRDP), Sindh Graduate Association (SGA), Health and Nutrition Development Society (HANDS), Behbud, Family Planning Association of Pakistan (FPAP), Pakistan Voluntary Health and Nutrition Association (PVHNA), Baanhan Beli, Lyari Community Development Program, Frontier Primary Health Care

Time: end March-April 1996

II. **SECOND PHASE**

The second phase of activities will be the pilot testing of interventions in the NGO/CBO catchment areas.

Time: November 1996 onwards

III. **THIRD PHASE**

The experience of the pilot tests should provide a wealth of information in regard to what strategies and interventions work in an NGO setting, and the type of assistance needed to successfully implement a maternal-child health program by NGOs. TAF and other organizations could use this information in their effort to scale up health activities to a large number of NGOs. MotherCare's role will include provision of technical assistance to TAF and other organizations in replicating the pilot experience.

NON-FORMAL PRIMARY EDUCATION: ISSUES FOR PROGRAM DESIGN AND IMPLEMENTATION

Background

Improving literacy rates, especially among females, is one of Pakistan's most fundamental development challenges. Out of a total population of about 130 million, 43.5 million adults (15+) are illiterate, and an estimated 27.9 million children are not in school. Overall primary enrollment is just 57% of the school-age population, while nationally the mean years of schooling is just 1.9 years. And only 15 out of every 1000 persons reads a daily newspaper. At present, it is estimated that female literacy is no more than 16%. Male literacy rate is at approximately 35%. Literacy rates for both men and women include those who are only able to read, and rarely understand, the Koran.

The imperative for Pakistan to provide universal access to basic education is compelling: all countries which have achieved development success during the last two decades have done so. Yet successive regimes in Pakistan have made little headway in providing basic education. This lack of progress, for the most part, is not due to a lack of community interest in education. Indeed, empirical evidence in India and anecdotal evidence in Pakistan suggest that popular demand for basic education is strong. This evidence suggests that well-functioning schools in close proximity to homes is sufficient to induce parents to send their young children to school.

The provision and utilization of and compulsion to educate in Pakistan must improve and increase. The availability and quality of public school facilities must improve; public policy must promote the utilization of existing facilities; and caste and class-bound values that place education as a low priority for the poor must be broken down. Government agencies and other actors in the education sector have failed to develop credible commitment mechanisms to provide education, utilize existing facilities, and build sufficient community linkages and involvement. Both the mechanisms (e.g., basic infrastructure, appointment and performance monitoring of teachers) and community involvement (values on education, and girls education in particular) are wanting. And educational statistics for Pakistan remain abysmally low.

NGO efforts to provide primary education outside of the formal, government system date back several decades.¹ Interest among NGOs and CBOs in the provision of primary, non-formal education at the community level has increased significantly during the past decade. But the rapid expansion in recent years of this parallel system for the delivery of education has revealed challenges and needs, including: the challenge of providing adequate training to teachers; the need to develop reading materials to supplement the standard curriculum and assure that the skill of reading, once acquired, is not quickly lost from disuse; appropriate strategies for integrating non-formal, home schools and innovative approaches to learning into the formal education systems; and the need to create effective linkages between the government and poor, underserved

¹The Sindh Graduates Association, for example, was established in the early 1970s with the aim of supporting the provision of primary education in rural Sindh.

communities.

Basic education is a catalyst for social change. Education entails not just a change in technology but the adoption of new behaviors and perspectives. Therefore, understanding the social context for education is crucial to the design of an effective education strategy under the Pakistan NCO Initiative. A number of socio-economic-value based contextual factors must be kept in mind, including:

- the perceived social relevance of education;
- expectations about education standards;
- rural/urban disparities (in access to resources as well as educational facilities);
- attitudes toward the education of girls and concerns about their safety; the extent to which the government is, or can be held responsible for the provision of social sector services such as education; and
- the lack of formal institutions at the local level through which communities can become involved in the management of education.

Within these parameters, the following discussion seeks to articulate a number of critical issues for the design and implementation of non-formal education programs in Pakistan.

- **The social relevance of education**

Too often, the quality of education delivered by the formal education system is not relevant to the local and functional needs. In public schools the curriculum is poorly designed and teaching methodologies emphasize repetition and rote learning. Corruption and cheating render the examination system largely dysfunctional. Low quality education and high drop-out rates are pervasive problems. The education system by and large produces people who are disenchanted with traditional rural occupations, but incapable of meeting the needs of formal-sector employers. High rates of unemployment among educated youth fuel disenchantment. To the extent that non-formal schools adopt their curriculum and teaching methods from the formal sector, and rely on the government system to set performance standards, these ills will be repeated in the non-formal sector. To improve the quality of education, NGOs are initiating teacher training programs and focussing on the development of supplemental or alternate curricula while keeping in mind the local needs and social issues.

- **Expectations about education standards**

In both rural and urban areas the common perception of education has more to do with the structures associated with a formal schooling system -- for example, a proper building and set school hours -- than with educational outcomes in terms of skills learned or capacities development. To be educated means attending school, even if little is learned in the process, and there is little awareness of possible alternatives. As a result, in areas where formal

schooling is unavailable, children, especially girls, are often deprived of any opportunity to learn. And low literacy rates among both men and women persist. Through their work with communities, NGOs have been able to introduce alternate standards for education. Their emphasis is on flexibility (in formal structures and timings, which may vary seasonally), adaptability (to local conditions), and effectiveness (in developing the fundamental language, reading and numeracy skills of students).

- **Disparities in the educational facilities available in rural and urban areas**

In Pakistan, there is a general bias against rural areas in the provision of social sector services, including educational facilities. Even where school buildings are available in the rural communities, teacher absenteeism is widespread. Because populations are more widely scattered in rural areas, the location of the school can be a crucial factor in determining its accessibility to children, especially girls. Location of schools is often selected on political grounds, and frequently not well-suited to the needs of the community. The resultant disparity is evident from the data: rural female literacy is only 7% while it is 33% for females in urban centers. Because of these disparities, NGOs and CBOs have focused on opening non-formal schools, or home schools in rural areas, and ensuring that these schools are easily accessible to girls.

- **Attitudes toward girls education**

As noted, accessibility to proper school facilities is a significant barrier to girls education. Women and girls in rural communities tend to lack mobility due to concerns about their safety when removed from the protective confines of the family. Mobility is constrained out of concern for their physical safety, and concern about the appearance of impropriety that may be attached to women and girls, especially those approaching or past puberty, who have contact with males outside the family. Families are generally reluctant to have their daughters taught by male teachers (except in tribal settings where the male teacher comes from the same village and clan as his students). These traditional attitudes, together with expectations about the life options available to women as wives and mothers, create cultural obstacles to girls' education, especially past puberty. The formal school system is largely insensitive to girls' needs, while the teaching methods and educational material used usually display a strong gender bias that reinforces these traditional attitudes and values.

Traditional barriers to educating girls increase as girls approach puberty. Drop-out rates are particularly high among girls after the age of 12 or 13. In 1995, the enrollment rate for girls in grade one is 50%; an estimated 55% of all girls are enrolled in primary school (the comparable rate for boys is 87%); and the drop-out rate before completing primary education, for all girls, is a further 50%, while the drop-out rate for rural girls is a dismal 75%. It is estimated that by the end of the 1990s some 20 million people aged 10-18 -- mostly girls -- will be totally or functionally illiterate. NGOs have taken the lead in increasing community awareness of the importance of getting girls educated. NGOs working in rural areas focus specifically on

girls education, training female teachers from the communities and developing educational materials that are gender sensitive and does not perpetuate the existing stereotypes.

- **Government is held responsible for providing mass education**

The education sector in Pakistan is highly politicized and centralized. Within the system there is corruption and a lack of commitment. Moreover, the allocation of budgetary resources is inadequate to meet the need, and much of what is allocated is never spent due to inefficiencies in the system and a state failure to build a credible commitment mechanism in public education. Indeed, the system in many respects appears to be near collapse. School buildings lie vacant in many areas with no teachers or students, and those who are managing the system are unaccountable to the government or the local community. In response to this institutional failure, a parallel system of education is emerging, managed by NGOs and the for-profit private sector. Some NGOs have started to utilize vacant government school buildings in the rural areas. In general, reflecting the breakdown of the formal system, NGOs attempt work in partnership with local communities in order to mobilize local resources in support of primary education.

- **The importance of community involvement in the education sector**

The ability of the state to provide or administer quality education is *de minimis*. And there is no mechanism of communities to hold government bodies or teachers accountable for the use of public resources. In these circumstances, public opinion has shifted to support for new initiatives in the private sector as community awareness of the importance of education has grown. And there is widespread recognition that the government is at present incapable of delivering education services on its own.

In this environment, NGOs are more capable than government in keeping the community's needs at the fore while designing teachers training programs and developing curricula. Teachers are also held more accountable by the parents, which results in better student performance. The involvement of the community also helps to check leakages in the public resources allocated to schools, while NGOs have been able to provide low cost alternatives to the traditionally run government primary schools.

Concluding Comments

The PNI design strategy to improve access to education, especially for girls, will be take into account a number of potential pitfalls in the emerging non-formal education system, as well as some apparent opportunities. Constraints include:

- *Relevance*. One potential pitfall is that the non-formal system will lose its appeal unless it is successful in making the education it provides relevant to the needs of students and

in improving the overall quality of the education delivered.

- *Sustainability.* Another concern is for the sustainability of the NGOs that are managing these non-formal schools. At present, many of these NGOs and CBOs are dependant on external funding, and a shift in donor priorities, as happened recently with UNICEF, could threaten the survival of many of these organizations.
- *Balancing public and private sector responsibility for education.* The issue of the extent to which NGOs should seek to establish a fully parallel system in the non-formal sector, as appears to have happened in Bangladesh, must also be addressed. To what extent should NGOs seek to expand their capacities, both in terms of geographic reach and in terms of providing educational opportunities beyond the primary level? Conversely, what should be the linkages between the formal and non-formal schooling systems, as the non-formal sector matures and the government makes efforts under the SAP to improve the public delivery of education? These questions will eventually need to be addressed.

On the other hand, there are a number of potential initiatives in the non-formal primary education sector which merit consideration and possible support. These opportunities include:

- support for teachers' training and curriculum development, to improve the quality of education;
- support for operations research designed to test strategies for increasing female participation rates in primary education, and for maintaining female enrollment rates after grade five;
- institutional support for NGOs active in the education sector, both to increase their sustainability and to demonstrate alternatives to the projectized approach practiced by most donors (and the government); and
- support for advocacy and policy dialogue to encourage government recognition of the NCO sector as partners in meeting the education needs of Pakistan poor and rural communities.

MINUTES OF MEETING OF DONORS AND NONPROFITS
The Asia Foundation, Islamabad
November 30, 1995

A meeting was convened to introduce donor and non-profit organizations (list attached) to the Pakistan NGO Initiative (PNI) and to solicit views on program design and implementation and to discuss ways to improve collaboration in strengthening NGO development in Pakistan. The meeting brought together a diverse set of donor organizations - multilaterals, bilaterals, and nonprofits. The meeting sought to initiate a process of dialogue and learning among and between donors about experience in support of NGO development.

HIGHLIGHTS

- **Introduction of the Pakistan NGO Initiative**

The Representative of The Asia Foundation (TAF) and the Assistant Representative introduced the audience to PNI: its objectives, the social development milieu and constraints, and the methodology adopted in implementing the PNI. The Health Care Advisor informed the meeting about the technical assistance in health to be provided by the three cooperating agencies, MotherCare, Wellstart and Basics, under the PNI.

- **Potential Areas of Cooperation**

The idea of increased cooperation among donor agencies in sharing information, research and avoiding duplication was endorsed. Also, using such a forum to learn from each other about substantive issues related to NGO development will be explored. It was decided to meet again in February, to frame an agenda and define areas of cooperation among donors, and then to meet periodically, rotating the venue among participating donors.

Certain areas of cooperation were proposed by the participants, including the following: The representative from JAICA expressed interest in coordinating with TAF and others in making grants to NGOs. A representative from the Swiss NGO Program informed that they were already sharing information on NGOs with other pertinent agencies. The ILO representative expressed interest in cooperating with other donors in supporting programs for the disabled. The World Bank's representative described the implementation of the Participatory Development Program (PDP). Funding to 14 NGOs has been finalized; each grant is for between Rs.3 and Rs.7.5 million. Sectoral areas of support are health, education, population, water supply and sanitation.

- **Collaboration**

The challenges to and the need for government-civil society cooperation in social sector

development were discussed. The importance of the non-profit sector was recognized. So too it was recognized that the GOP must play the central role in service delivery and improving mechanisms of service delivery. It was recognized that NGO activities, no matter how extensive, cannot supplant the need for effective and efficient performance by line ministries. Quarterly reports on progress and lessons learned under the PNI program will be submitted to the GOP.

- **Constraints Facing NGOs**

Needs in NGO development such as improved financial management, technical capacity building in social sector issues, and setting realistic targets and being accountable for meeting them were discussed. Representatives from the various donor agencies, including OXFAM and ActionAid, discussed the role of NGOs in civil society and the need to constructively and concretely overcome cynicism about development in Pakistan. Improved NGO accountability to communities where they work, strengthened cooperative rather than co-optive linkages to GOP programs, and support for capacity and institution building of NGOs were discussed. For the benefit of the communities they operate in and with, one suggestion was that NGOs periodic reports should also be in Urdu. In response to a question of whether only registered NGOs and CBOs would be supported under the PNI, it was stated that grant recipients would require registration. If necessary, TAF would be willing to assist unregistered CBOs in the registration process if they were prospective grantees.

- **Sustainability - a Major Concern**

One idea proposed was linking NGO programmes with GOP so that programs could outlive the duration of funding from a donor. The need for NGOs to determine their long term goals and have a vision of "where they are heading" was stressed. The pressure on NGOs to act as public service contractors for donors was discussed. It was stated that PNI funding will try to be responsive to institution-building needs of NGOs, and will not be overly-projectized. Ideas on NGO credit and income generation schemes were also emphasized by a representative of Save the Children.

- **Suggestions/Queries - PNI**

Chief of mission of the World Bank identified the facilitation of the flow of information and ideas about NGOs' role in social sector development as a comparative advantage of TAF. He emphasized the need to study the experiences of NGOs both within Pakistan and in the South Asian region, and disseminate information about those experiences. The experiences of Bangladesh, India and Sri Lanka - with their social, political, and economic challenges - have some relevance to that of Pakistan. He also saw a role for the Foundation in examining the enabling environment for NGOs in Pakistan, in developing evaluative material on NGOs' role in social sector development in Pakistan, and in documenting concrete examples that demonstrate NGOs' potential in Pakistan - learning from their failures and replicating their successes.

Responding to a query regarding SAP's compatibility with PNI, it was explained that the PNI is designed to complement the SAP through NGO support for social sector development. The PNI aims to strengthen NGOs capacities which in turn should strengthen their position and interaction with the GOP on the social development agenda.

Several participants suggested that in implementing the PNI, it was important to keep perspective of the social power structures, so as to ensure that the beneficiaries are, in fact, the target group. Others, particularly ODA, raised concerns about setting priorities, selection of groups, performance indicators, and following the logical framework approach in identifying the problems, finding solutions and evaluating results. The Asia Foundation Representative suggested that logical frameworks often fail to give due regard to the "village rhythm" and projects are insulated from failure because of the fact that initial "assumptions" in the project design did not hold. (This topic undoubtedly will be on the agenda for discussion in future meetings.)

There was recognition among donors of the need to improve qualitative evaluation of NGO performance, this was underscored by a UNDP representative. The participants were informed that TAF has engaged the services of a consultant to assist in refining an evaluation methodology for the PNI.

The selection methodology adopted, and collaborative process of shaping strategies with NGOs under the PNI was reiterated.

Donor/Nonprofit Meeting - November 30, 1995

<u>Name</u>	<u>Organization</u>	<u>Status</u>
Mr. Joseph G. Bock Country Representative	Catholic Relief Services	Yes
Ms. Cynthia Burton First Secretary	Australian International Development Assistance	Yes
Ms. Iffat Aslam Program Officer	Australian International Development Assistance	Yes
Dr. William Byrd Principal Economist	World Bank	Out of Country/ Nominated
Mr. Hanid Mukhtar Economist	World Bank	Yes
Mr. S.B. Chua Resident Representative	Asian Development Bank	Regret/Nominated
Mr. Abid M. Hussain Program Officer	Asian Development Bank	Yes
Mr. Richard Edward Country Director	ActionAid	Yes
Mr. Robert England Resident Representative	UNDP	Yes
Mr. Gary K. Helseth Field Office Director	Save the Children U.S.A.	Regret/Nominated
Dr. Tariq Deputy Director	Save the Children U.S.A.	Yes
Ms. Sono Lockwood Program Officer	Save the Children U.S.A.	Yes
Ms. Tahseen Syed Khan Senior Program Officer	Multi-Donor Support Unit - SAP	Yes
Mr. Christopher Liebich First Secretary (Development)	CIDA	Tentative/Nominated

<u>Name</u>	<u>Organization</u>	<u>Status</u>
Ms. Shahwar Pataudi Program Officer	CIDA	Yes
Mr. M. Ajmal Malik Coordinator	Swiss NGO-Programme Office	Yes
Mr. Akira Murata Resident Representative	JICA	Regret/Nominated
Mr. Sohail Ahmed Program Officer	JICA	Yes
Ms. Marie Pierre Poiriert Senior Program Officer	United Nations Children's Fund	Regret/Nominated
Ms. Khalid Ahmed Asstt. Program Officer	United Nations Children's Fund	Yes
Ms. Carole Presern Country Adviser (HP/WID)	UK/ODA	Yes
Mr. Alf Arne Ramslien Consular Development	Norwegian Dev. Assistance	Regret
Mr. Michael Scott Field Director	Save the Children	Yes
Mr. Michael Semple Joint Country Representative	OXFAM	Yes
Mr. Andrew Standley First Secretary	Commission of the European Communities	Yes
Mr. Eamoinn Taylor First Secretary Development	British High Commission	Yes
Ms. Celia Male Social Development Adviser	British High Commission	Yes
Ms. Yasmin Tayyab Adviser	World Bank	Out of Country
Mr. Nesim Tumkaya Country Director	UNFPA	Regret/Nominated

<u>Name</u>	<u>Organization</u>	<u>Status</u>
Mr. Birat Simha Program Officer	UNFPA	Tentative
Mr. Wim van der Kevie Counsellor (Development)	Royal Netherlands Embassy	Out of Country/ Nominated
Mr. Mollema First Secretary	Royal Netherlands Embassy	Yes
Mr. Gerolf Weigel Resident Representative	Swiss Development Cooperation	Out of Country/ Nominated
Ms. Naseem Sherin Program Officer	Swiss Development Cooperation	Yes
Dr. Asif Ali Zaidi Program Officer	Aga Khan Foundation	Yes
Mr. Rueben Dudley Director	International Labour Org.	Regret/Nominated
Mr. Z. Maribbay Chief, Technical Adviser	International Labour Org.	Yes
Mr. Sadiq Ahmed Chief Resident Mission in Pakistan	World Bank	Yes
Mr. Erik J. Jensen Representative	The Asia Foundation	Yes
Mr. Mark R. McKenna Assistant Representative	The Asia Foundation	Yes
Ms. Judith Standley Health Adviser	MotherCare/ The Asia Foundation	Yes
Ms. Mehnaz Akbar Program Officer	The Asia Foundation	Yes
Ms. Fatimah Afzal Program Officer	The Asia Foundation	Yes

The Asia Foundation
Pakistan NGO Initiative
Concept Paper Outline

The Asia Foundation undertakes grant-making as a collaborative process of problem identification and strategic planning: defining the need to be addressed, the resources to be employed and the objectives to be pursued with Foundation assistance. The preparation of concept papers is a part of this process. Concept papers are discussion papers which are intended to sharpen the focus of discussions, identify mutual interests (if they exist), and assist in the determination of whether mutual interests are sufficient to move to the proposal stage. Concept papers solicited by the Foundation receive serious consideration.

The six questions below should be answered in brief concept papers of no more than 2-3 pages. A detailed discussion of possible Foundation assistance can occur only after agreement has been reached, in principal, on program direction and approach.

1. What is the issue, problem or need to be addressed? This definition of the problem should link proposed activities to development needs (e.g., increasing access to and delivery of social sector services). Geographic parameters may be national, provincial, regional or local.
2. How do you propose to address this problem or need? Focus on the strategic linkages between the proposed activities or assistance and the issue to be addressed. Who is the target audience for your efforts, and how will the activities help to build support for social sector development? Consider broader "building-block issues" such as community organizing, capacity-building, local resource mobilization and women's empowerment. Consider, as well, more specific sectoral needs, especially in maternal and reproductive health, girls' primary education, and credit and savings.
3. How does the proposed activity build upon or differ from the work that is being done by other organizations (nongovernmental and/or governmental) in Pakistan? Consider how the proposed activity will add to the body of knowledge about effective, efficient and expandable service delivery in the social sectors.
4. What is the quantitative and qualitative anticipated impact or outcome of the proposed program? The quantitative input-output discussion should be brief. Consider whether the proposed strategy and activities will maximize the impact of Foundation assistance, and whether additional technical assistance or training may be helpful to increase the program's potential impact.
5. How does the proposed assistance fit into your organization's overall efforts and objectives? Describe other and complementary sources of funding that contribute either to the same activity, or to activities addressing the same problem or issue. Describe how Foundation assistance would "add value" to the activities already pursued by your organization.
6. Can or should the proposed activities be sustained? Consider sustainability in the context of continued external funding, local resource mobilization, replication of the activities, and increased organizational capacities. Specifically, consider the extent to which local resource mobilization and the development of human resources and skills in a target community can sustain the proposed activities.

CONTRACTOR EMPLOYEE BIOGRAPHICAL DATA SHEET

1. Name (Last, First, Middle) Akber, Mehnaz		2. Contractor's Name The Asia Foundation		
3. Employee's Address (include ZIP code) House No. 4 Street 24, F-7/2 Islamabad		4. Contract Number AEP-0516-G-00-5022		5. Position Under Contract Program Officer
		6. Proposed Salary \$ 11,300 p.a.		7. Duration of Assignment 9.1.95 - 9.30.98
8. Telephone Number (include area code) 221201	9. Place of Birth Pakistan	10. Citizenship (If non-U.S. citizen, give visa status) Pakistan		
11. Names, Ages, and Relationship of Dependents to Accompany Individual to Country of Assignment N.A.				

12. EDUCATION (include all college or university degrees)				13. LANGUAGE PROFICIENCY (See instructions on reverse)		
NAME AND LOCATION OF INSTITUTION	MAJOR	DEGREE	DATE	LANGUAGE	Proficiency Speaking	Proficiency Reading
Institute of Develop. Studies University of Sussex, U.K.	Gender & Development	M.A.	1992	English	5	5
Quaid-i-Azam University Islamabad, Pakistan	Anthro-pology	M.Sc.	1990	French	2	2
Kinnaird College for Women Lahore, Pakistan	Social Work	B.A.	1986	Urdu	5	5

14. EMPLOYMENT HISTORY

1. Give last three (3) years. List salaries separate for each year. Continue on separate sheet of paper if required to list all employment related to duties of proposed assignment.

2. Salary definition - basic periodic payment for services rendered. Exclude bonuses, profit-sharing arrangements, commissions, consultant fees, extra or overtime work payments, overseas differential, or quarters, cost of living or dependent education allowances.

POSITION TITLE	EMPLOYER'S NAME AND ADDRESS POINT OF CONTACT & TELEPHONE #	Dates of Employment (M/D/Y)		Annual Salary
		From	To	Dollars
Program Officer	National Rural Support Program	1993	1994	\$10,000

15. SPECIFIC CONSULTANT SERVICES (give last three (3) years)					
SERVICES PERFORMED	EMPLOYER'S NAME AND ADDRESS POINT OF CONTACT & TELEPHONE #	Dates of Employment (M/D/Y)		Days at Rate	Daily Rate in Dollars
		To	From		
Field Study	Multi-Donor Support Unit for Social Action Program	8.30.95	7.1.95	45	\$50
Proj. Coordinator	Sustainable Development Policy Institute (SDPI)	5.30.95	12.1.94	130	\$40

16. CERTIFICATION: To the best of my knowledge, the above facts as stated are true and correct.

Signature of Employee <i>(employee currently on leave)</i>	Date
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17. CONTRACTOR'S CERTIFICATION (To be signed by responsible representative of Contractor)

Contractor certifies in submitting this form that it has taken reasonable steps (in accordance with sound business practices) to verify the information contained in this form. Contractor understands that USAID may rely on the accuracy of such information in negotiating and reimbursing personnel under this contract. The making of certifications that are false, fictitious, or fraudulent, or that are based on inadequately verified information, may result in appropriate remedial action by USAID, taking into consideration all of the pertinent facts and circumstances, ranging from refund claims to criminal prosecution.

Signature of Contractor's Representative <i>Zahid G. Jinnah</i>	Date Feb. 8, 1996
--	-----------------------------

CONTRACTOR EMPLOYEE BIOGRAPHICAL DATA SHEET

1. Name (Last, First, Middle) Afzal, Fatimah		2. Contractor's Name The Asia Foundation	
3. Employee's Address (include ZIP code) 47, Khurshid Alam Road Westridge I. Rawalpindi Pakistan		4. Contract Number AEP-0516-G-00-5022	5. Position Under Contract Program Officer
8. Telephone Number (include area code) 860-572		6. Proposed Salary \$ 10,600 p.a.	7. Duration of Assignment 11.19.95 - 9.30.98
9. Place of Birth Pakistan		10. Citizenship (If non-U.S. citizen, give visa status) Pakistan	
11. Names, Ages, and Relationship of Dependents to Accompany Individual to Country of Assignment <p style="text-align: center;">N.A.</p>			

12. EDUCATION (include all college or university degrees)				13. LANGUAGE PROFICIENCY (See instructions on reverse)		
NAME AND LOCATION OF INSTITUTION	MAJOR	DEGREE	DATE	LANGUAGE	Proficiency Speaking	Proficiency Reading
University of Management Sciences, Lahore	Finance & Marketing	MBA	June 1992	Urdu	5	5
Quaid-i-Azam University Islamabad	Intl. Relations	M.Sc.	Dec. 1987	Punjabi	5	4
Kinnaird College, Lahore	Pol. Science & History	B.A.	June 1985	English	5	5

14. EMPLOYMENT HISTORY

1. Give last three (3) years. List salaries separate for each year. Continue on separate sheet of paper if required to list all employment related to duties of proposed assignment.

2. Salary definition - basic periodic payment for services rendered. Exclude bonuses, profit-sharing arrangements, commissions, consultant fees, extra or overtime work payments, overseas differential, or quarters, cost of living or dependent education allowances.

POSITION TITLE	EMPLOYER'S NAME AND ADDRESS POINT OF CONTACT & TELEPHONE #	Dates of Employment (M/D/Y)		Annual Salary
		From	To	Dollars
Sr. Credit Officer	Al-Faysal Investment Bank Limited	Sep. '93	Nov. '95	\$12,000
Financial Analyst	First Intl Investment Bank Limited	July '92	Aug. '93	\$ 5,000

15. SPECIFIC CONSULTANT SERVICES (give last three (3) years)					
SERVICES PERFORMED	EMPLOYER'S NAME AND ADDRESS POINT OF CONTACT & TELEPHONE #	Dates of Employment (M/D/Y)		Days at Rate	Daily Rate in Dollars
		To	From	Rate	Dollars

16. CERTIFICATION: To the best of my knowledge, the above facts as stated are true and correct.

Signature of Employee: _____ Date: Feb 8, 1996

17. CONTRACTOR'S CERTIFICATION (To be signed by responsible representative of Contractor)

Contractor certifies in submitting this form that it has taken reasonable steps (in accordance with sound business practices) to verify the information contained in this form. Contractor understands that USAID may rely on the accuracy of such information in negotiating and reimbursing personnel under this contract. The making of certifications that are false, fictitious, or fraudulent, or that are based on inadequately verified information, may result in appropriate remedial action by USAID, taking into consideration all of the pertinent facts and circumstances, ranging from refund claims to criminal prosecution.

Signature of Contractor's Representative: _____ Date: Feb. 8, 1996

CONTRACTOR EMPLOYEE BIOGRAPHICAL DATA SHEET

1. Name (Last, First, Middle) Sherin, Nasim		2. Contractor's Name The Asia Foundation		
3. Employee's Address (include ZIP code) House No. 387, Street No. 43 Sector G-9/1 Islamabad		4. Contract Number AEP-0516-G-00-5022		5. Position Under Contract Project Officer
		6. Proposed Salary \$ 10,600 p.a.		7. Duration of Assignment 1.1.96 - 9.30.98
8. Telephone Number (include area code) 253358	9. Place of Birth Calcutta, India	10. Citizenship (If non-U.S. citizen, give visa status) Pakistan		
11. Names, Ages, and Relationship of Dependents to Accompany Individual to Country of Assignment N.A.				

12. EDUCATION (include all college or university degrees)				13. LANGUAGE PROFICIENCY (See instructions on reverse)		
NAME AND LOCATION OF INSTITUTION	MAJOR	DEGREE	DATE	LANGUAGE	Proficiency Speaking	Proficiency Reading
Fine Art Department Peshawar University	Commercial Art	3 Yrs. Diploma	1975	English	5	5
Degree College Peshawar University	English Urdu	F.A.	1972	Urdu Hindi	5 3	5 2
	Fine Arts S.Studies			Pushto	3	0

14. EMPLOYMENT HISTORY

1. Give last three (3) years. List salaries separate for each year. Continue on separate sheet of paper if required to list all employment related to duties of proposed assignment.

2. Salary definition - basic periodic payment for services rendered. Exclude bonuses, profit-sharing arrangements, commissions, consultant fees, extra or overtime work payments, overseas differential, or quarters, cost of living or dependent education allowances.

POSITION TITLE	EMPLOYER'S NAME AND ADDRESS POINT OF CONTACT & TELEPHONE #	Dates of Employment (M/D/Y)		Annual Salary
		From	To	Dollars
Program Officer	Swiss Development Corporation	May '93	Dec '95	\$12,000
Proj. Management Assistant	USAID/Islamabad	Aug '87	Mar. '93	\$ 6,000

15. SPECIFIC CONSULTANT SERVICES (give last three (3) years)					
SERVICES PERFORMED	EMPLOYER'S NAME AND ADDRESS POINT OF CONTACT & TELEPHONE #	Dates of Employment (M/D/Y)		Days at Rate	Daily Rate in Dollars
		To	From	Rate	Dollars

16. CERTIFICATION: To the best of my knowledge, the above facts as stated are true and correct.

Signature of Employee: *Nasim Sherin* Date: **2/8/96**

17. CONTRACTOR'S CERTIFICATION (To be signed by responsible representative of Contractor)

Contractor certifies in submitting this form that it has taken reasonable steps (in accordance with sound business practices) to verify the information contained in this form. Contractor understands that USAID may rely on the accuracy of such information in negotiating and reimbursing personnel under this contract. The making of certifications that are false, fictitious, or fraudulent, or that are based on inadequately verified information, may result in appropriate remedial action by USAID, taking into consideration all of the pertinent facts and circumstances, ranging from refund claims to criminal prosecution.

Signature of Contractor's Representative: *Paul G. [Signature]* Date: **Feb. 8, 1996** **55**

***Memorandum of Understanding
between
The Asia Foundation and the Aga Khan Foundation***

This memorandum of understanding sets forth the mutual commitment of The Asia Foundation (TAF) and the Aga Khan Foundation (AKF) to consult, coordinate and collaborate in the implementation of the Pakistan NGO Initiative Project. In entering into this agreement, AKF and TAF underscore their commitment to work constructively together to further the objectives of this initiative. Effective coordination and collaboration will enable AKF and TAF to make the best use of project resources in ways that compliment each other's activities geographically and contextually. Regular interaction between TAF and AKF staff will also encourage the identification of opportunities for cooperation in: (a) sharing expertise and lessons learned; (b) formulating project and research designs; (c) identifying activities and subgrantees; and (d) conducting research and evaluations.

Under the terms of this memorandum of understanding both TAF and AKF agree:

- to meet quarterly to share information on project status and implementation, and to identify and develop further areas of collaboration;
- to exchange relevant documents, research results, evaluations and reports, including publications and in-house analysis on project design and implementation; and
- to coordinate in the conduct of mid-term and final project evaluations, and other evaluations and program reviews, as appropriate.

*The following illustrative opportunities for coordination and collaboration have been identified and will be explored by TAF and AKF under the PNI: **

- exchanges of experience and expertise between TAF, TAF subgrantees, AKF, and the partner organizations of the Aga Khan Development Network (AKDN).
- support for complimentary activities—for example, through the adoption of common research protocols or program strategies for implementation in different geographic regions or social or institutional contexts, and support for joint research projects.
- collaboration by TAF and the NGO Resource Center (NGORC) in NGO development through:
 - (a) consultation in the identification of CBOs for possible TAF support,
 - (b) the testing of funding mechanisms for CBO activities, including models suitable for adoption by larger donors,
 - (c) coordination in matching training needs with training opportunities, including low-cost, high-yield models for NGO/CBO capacity-building, and

*Such opportunities are not limited by this list; it is expected that additional opportunities for cooperation and collaboration will be identified during project implementation.

- (d) shared efforts to promote regional NGO networks and coalition-building.
- collaboration by TAF and the Aga Khan Education Service, Pakistan (AKES,P) in improving the quality of community-based education through:
 - (a) support for teacher training programs and initiatives,
 - (b) the production of supplementary reading materials and inputs, and
 - (c) the development of environmentally relevant curricula.
- coordination in the use of consultants and technical assistance:
 - (a) in particular, by TAF and the Urban Health Programme (UHP), in consultation with the MotherCare Technical Advisor/Program Coordinator, in the utilization of technical assistance to be provided by the cooperating Agencies (MotherCare, Wellstart's EBP and BASICS),
 - (b) and in general, by TAF and AKF, through regular consultation regarding the timing and terms of reference of consultants engaged under the PNI, and by pooling information on consultants used.
- use of interdisciplinary approaches to evaluation, including assignment of both AKF and TAF staff and consultants to evaluation teams, so as to encourage a cross-fertilization of ideas among health, WID and civil society professionals.

This memorandum of understanding sets forth the intention of TAF and AKF to coordinate their activities in the implementation of the PNI, and identifies specific areas where collaboration may be appropriate. In countersigning this document both parties agree to pursue such opportunities to their mutual benefit, and in support of the goals and objectives of the Pakistan NGO Initiative Project.

AGREED:

Erik G. Jensen
Representative, Pakistan
The Asia Foundation

Aga Khan Foundation-Pakistan

DATE: _____

DATE: _____

**Memorandum of Understanding
between
The Asia Foundation and the Collaborating Projects
(MotherCare, Wellstart EPB, and BASICS)**

This memorandum of understanding outlines the relationship between The Asia Foundation (TAF), and the Collaborating Projects designated as providers of technical assistance under the Pakistan NGO Initiative. The Collaborating Projects (CPs) include MotherCare, a project of John Snow, Inc. (JSI), Expanded Program of Breastfeeding (EPB), a project of Wellstart International, and BASICS (Basic Support for Institutionalizing Child Survival). This memorandum outlines the relationship between these projects and TAF with regard to the provision of technical assistance in maternal health, breastfeeding and child survival under the Pakistan NGO Initiative.

The Role of The Asia Foundation (TAF)

Under the PNI, TAF will provide financial and technical assistance to selected non-governmental and community-based organizations (NGO/CBOs) to enable them to work more effectively with local communities to improve access to and delivery of social sector services. Women's empowerment and community participation are central to the initiative and integral to all activities supported under the PNI. In addition, and with specific relevance to the relationship between TAF and the CPs, support will be provided under the PNI to strengthen NGOs/CBOs' activities related to maternal health, family planning and child survival, leading to improvements in the health status of women, children and families in the communities where they work.

Under its grant agreement with USAID, TAF will work to determine priority areas of concern, identify potential and actual subgrantees, negotiate and approve program designs and budgets, and monitor and evaluate activities implemented under the PNI. Pursuant to this memorandum of understanding, it is agreed that the programmatic and technical resources of the CPs will be made available to TAF, as practicable and within certain parameters set forth in their agreements with USAID's Global Bureau, to assist in these areas of responsibility. This technical assistance will be made available primarily to TAF-supported activities funded under the PNI grant from USAID, but also may be made available to Pakistani NGOs/CBOs who are not otherwise receiving funding from TAF under the PNI, as well as to NGOs/CBOs implementing PNI-related activities supported directly by TAF from its own or other resources.

The Role of the Collaborating Projects (MotherCare, EPB and BASICS)

MotherCare's Role

As the lead project among the CPs, MotherCare is charged with coordination of the technical assistance efforts. MotherCare/Pakistan staff will work directly with TAF in identifying technical assistance needs, and will work with MotherCare central staff (Washington) to coordinate that effort. Specifically, the role of the Pakistan-based MotherCare Technical

Advisor/Program Coordinator under the PNI includes the following responsibilities related to TAF:

- a) representing the Collaborating Projects in consultations with TAF and the Aga Khan Foundation (AKF), both separately and together, with regard to project implementation and the use of technical assistance under the collaborating project agreements;
- b) assisting TAF program staff and NGOs in the design, implementation, monitoring and evaluation of health-related programs and research under the PNI;
- c) working with TAF to identify technical assistance needs for NGOs/CBOs funded as subgrantees under the PNI;
- d) advising TAF on the appropriateness of local training opportunities for TAF-supported NGO initiatives, and assisting in the identification and nomination of NGO/CBO staff for participation in such training activities;
- e) advising TAF (and AKF) on parallel initiatives in the health sectors and on opportunities for collaboration and synergy both between TAF and AKF, and between TAF and other programs of the Government of Pakistan (GOP) and/or other donors;
- f) maintaining professional contacts with key individuals and programs in the health sector, including GOP ministries and training institutes; specific GOP programs such as the Prime Minister's Program for Primary Health Care and Family Planning; World Bank and other donor funded activities under the Social Action Program; and interested bilateral and multilateral donors;
- g) developing and maintaining professional linkages with relevant programs and training opportunities in other countries, including those identified by the Collaborating Projects, and advising TAF on the development of programmatic linkages between these programs and TAF supported NGO/CBO subgrantees and participation by NGO/CBO staff in regional training.

MotherCare also will provide central office support for coordinating the logistics needed for the technical assistance activities and will serve as the coordinator among the three CPs. These activities are further outlined below.

Shared Roles

MotherCare, EPB and BASICS will provide short-term technical assistance and other support as appropriate within the parameters set forth in their agreements with USAID's Global

Bureau in the areas of maternal health, breastfeeding, and infant and child health, respectively. All three CPs will be able to provide international staff and short-term consultants to assist in this effort. EBP and BASICS will be able to build on contacts from previous work in Pakistan to enhance the technical assistance effort. In addition to MotherCare's Pakistan staff, MotherCare, EPB and BASICS will also hire as necessary and mutually agreed upon between TAF and the concerned CP, there Pakistan-based staff or consultants to provide technical assistance requested by TAF. The scope and modalities of technical assistance to be provided by the CPs under the PNI are outlined below.

Opportunities for Technical Assistance

Based on requests and feasibility, the CPs may provide technical assistance in the following areas:

- identification of potential NGO partners for the PNI.
- design, implementation and evaluation of population, health and nutrition programs.
- participation in conducting health services training programs held in Pakistan under the PNI, including training of NGO/CBO staffs and training of trainers programs with staff from NGO support organizations.
- assessment of health education needs at the community level, design of health education materials and broader information, education and communication (IEC) programs, recommendations on dissemination strategies and evaluation of these efforts.
- assistance in policy development at NGO level, and translation of these efforts into advocacy for broader policy development within NGO community.
- advice on NGO/CBO programs related broadly to population, health, and nutrition including family planning, breastfeeding, child health, and women's health, specifically safe pregnancy, labor and delivery, sexually transmitted diseases and nutrition.
- networking and information sharing with TAF on a) the design and implementation of community-based health initiatives in other countries, b) the results of research and lessons learned based on those initiatives, and c) consequent opportunities for training for staff of TAF-supported NGOs/CBOs.

- review of and advice on the design of protocols for research to be conducted by TAF subgrantees, participation in the conduct of such research, and/or participation in the evaluation of research results.

Modalities for Technical Assistance

As detailed above, the CPs will provide technical assistance primarily through short-term consultancies by staff, subcontractors or consultants, though other forms of assistance and support to the PNI may also be provided as mutually agreed upon between TAF and the concerned CP and within the limitations of each CP's agreement with USAID's Global Bureau. Specifically, the CPs will be able to provide assistance in training programs; program design in the health sector; NGO operations research activities; NGO community-based health promotion; information, education and communication (IEC); monitoring and evaluation activities; and other areas as needed and mutually agreed upon.

Short-term technical assistance requests and logistics will be arranged based on the following guidelines:

Communications:

- a) The MotherCare Technical Advisor/Program Coordinator receives communication from the CPs in Washington. EPB and BASICS contact TAF (Program Director) through the Technical Advisor/Program Coordinator, with a cc to MotherCare/Washington. MotherCare/Washington contacts TAF (Program Director) through the MotherCare Technical Advisor/Program Coordinator.
- b) TAF contacts MotherCare/Washington through the MotherCare Technical Advisor/Program Coordinator in Pakistan. TAF contacts EPB and BASICS through the MotherCare Technical Advisor/Program Coordinator, with a cc to MotherCare/Washington.

Decisionmaking:

Program activities will be demand driven. CPs will provide information to TAF and advise TAF about the availability of technical assistance. Decisionmaking should be viewed as a joint, collaborative process between TAF, the MotherCare Technical Advisor/Program Coordinator, and the CPs, and should be based on requests from NGOs/CBOs.

TAF will make requests for the provision of technical assistance and programming based on the recommendations of the MotherCare Technical Advisor/Program Coordinator. Both will consider:

- a) Qualification of the NGO for assistance.

- b) The absorptive capacity of TAF and that NGO.
- c) NGO requests and program needs.
- d) The potential for contribution to the overall objectives of the PNI.

The CPs (based on collaboration and communication with MotherCare's Technical Advisor/Program Coordinator and MotherCare central staff) will make recommendations on provision of technical assistance and programming based on:

- a) Technical considerations, including awareness of NGO program needs;
- b) Availability of personnel; and
- c) Cost.

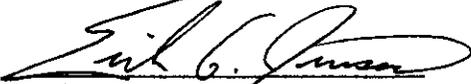
Based on the above guidelines on communications and decisionmaking, international and local technical assistance will be provided as follows:

- a) TAF and the CPs will work together to identify technical assistance needs. When technical assistance is requested, the MotherCare Technical Advisor/Program Coordinator will make a request to the appropriate CP. The CP will prepare a scope of work, or TAF will suggest a scope of work to the CP. The CP (through the MotherCare Technical Advisor/Program Coordinator) and TAF will come to agreement on the scope of work.
- b) The CP will identify staff or consultant(s) based on the scope of work. A CV and other materials will be forwarded to the Mother Care Technical Advisor/Program Coordinator, who will review them in collaboration with TAF and any subgrantee NGOs who will be involved. The MotherCare/Pakistan staff will be responsible for logistical and other arrangements within Pakistan.
- c) The CP will finalize contractual and logistical arrangements for the consultancy and make payments directly to the consultant and others for fees, airtickets and travel and incidental expenses in accordance with its own procedures.
- d) The consultant will receive briefings from the MotherCare Technical Advisor/Program Coordinator and TAF upon arrival in Pakistan. The consultant will conduct a briefing on findings and recommendations from the consultancy for MotherCare Technical Advisor and/or Program Coordinator and TAF before departure.
- e) The consultant will submit a draft report to the CP. The CP will share it with the MotherCare Technical Advisor/Program Coordinator and TAF within four weeks after the end of the consultancy. Comments will be sent to the CP by TAF and the MotherCare Technical Advisor/Program Coordinator within two weeks of receipt of the report. Final copies of all reports will be sent by the CP to MotherCare/Washington, MotherCare/Pakistan and TAF. TAF may at its discretion share these reports with the relevant subgrantee(s).

If a Collaborating Project finds that there are remaining financial resources within six months of the end of their agreement with USAID or the end of the PNI, whichever occurs first, then the following process will occur:

- a) The CP will notify both TAF and USAID of remaining technical assistance funds;
- b) TAF and the CP will discuss possibilities for appropriate use of the remaining funds;
- c) Based on discussions with TAF, the CP will propose to TAF technical assistance activities to expend the remaining resources. If TAF agrees to these activities the CP will proceed as proposed;
- d) If no agreement is reached between TAF and the CP, TAF understands that the CP will notify USAID.

The purpose of this memorandum of understanding is to set forth the modalities for the provision of technical assistance by the Collaborating Projects (MotherCare, Wellstart EPB, BASICS) under the Pakistan NGO Initiative. In countersigning this memorandum the parties agree to maintain regular and open communication regarding anticipated technical assistance requirements and the technical assistance capabilities within programmatic and budget constraints, and to pursue effective collaboration in their mutual interest in order to achieve the goals and objectives of the Pakistan NGO Initiative.


Erik G. Jensen
Representative, Pakistan
The Asia Foundation

12/14/95
Date

Marjorie Koblinsky, PhD
Director, MotherCare

Date

Jean Baker
Acting Director, EPB Program
Wellstart International

Date

Glenn Patterson
Project Director, BASICS

Date

November 8, 1995
TAF/PK-302

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Mrs. Shahnaz Wazir Ali
Special Assistant to the Prime Minister for Social Sector
Prime Minister's Secretariat (Public), Government of
Pakistan
Prime Minister's Secretariat (Public)
Islamabad

Dear Ms. Wazir Ali:

It was a pleasure to meet with you last week and notify you that last month The Asia Foundation signed a three-year \$5 million agreement with the United States Agency for International Development to support nongovernmental organizations in Pakistan in the areas of maternal and reproductive health, girls' primary education, and credit and savings.

The Foundation is moving forward with the implementation of this "Pakistan NGO Initiative" which is a modest, but, we hope, significant program of support. Under the Pakistan NGO Initiative, support will be provided to nongovernmental organizations through small grants and the provision of technical assistance to strengthen qualitatively and quantitatively the capacity of nongovernmental organizations and community based organizations to participate in social sector development, especially as such development relates to women.

During the extensive travels of my staff throughout Pakistan we have found a number of developmental efforts by diverse nongovernmental and community based organizations which merit support and capacity building. This program will generate and disseminate knowledge about the development efforts of Pakistani nongovernmental organizations, and, more broadly, development potential in Pakistan. As we discussed, you will receive regular reports from us about progress under the Pakistan NGO Initiative.

Sincerely,



Erik G. Jensen
Representative