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PVO-NGO Cooperation

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**PVO Perceptions of Their Cooperation with NGOs**

A Study Sponsored by  
The Office of Private and Voluntary Cooperation  
United States Agency for International Development

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This study was carried out by Mark Leach, Archana Kalegaonkar and L David Brown of the Institute for Development Research. The study has benefited from comments on earlier drafts from PVC staff and colleagues in many PVOs and NGOs. Responsibility for errors of fact or interpretation in the report rests, of course, with the authors. The opinions expressed in this document are those of the researchers and do not necessarily represent the views of USAID.

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### EXECUTIVE SUMMARY

Strengthening cooperation between US Private Voluntary Organizations (PVOs) and developing country non-governmental organizations (NGOs) is a key objective of USAID<sup>1</sup>. Recognizing a need for more complete information on current practices, the USAID Office of Private and Voluntary Cooperation (PVC) commissioned this study to address the following questions:

- ▶ What goals do PVOs have in cooperating with local NGOs?
- ▶ What strategies do PVOs use to pursue these goals?
- ▶ What issues must be resolved to make cooperation effective?
- ▶ What are current and expected NGO roles in decision-making?

The study sent questionnaires to 446 PVOs working in international relief and/or development, and this paper is based on completed questionnaires from 112 PVOs (25%), including 73% of the PVOs funded by PVC. We also interviewed staff from eight PVOs with extensive experience in cooperating with NGOs.

Most respondents reported some form of cooperation with NGOs, though that is not their primary mode. The majority expect their cooperation with NGOs will increase in the future.

PVOs gave more than a dozen reasons for cooperating with NGOs. These reasons could be combined into four general *goals*:

- ✓▶ *Build Sustainable Systems* through institutional strengthening and continuing services (>80% of respondents rated this as “highly important”)
- ✓▶ *Increase Impact* by increasing program scale and quality (~65%)
- ▶ *Leverage NGO Resources* by increasing local control, legitimacy, and mutual learning (~60%), and
- ▶ *Increase Program Efficiency* by saving time, money and meeting donor requirements (~25%)

PVOs reported using nine cooperation *strategies*, of which four were forms of funding support and five types of capacity building. Most PVOs use several strategies, no single approach dominates their cooperation with NGOs.

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<sup>1</sup> “PVO” refers to a nonprofit nongovernmental, international development organization from the United States. “NGOs” are nonprofit nongovernmental development organizations in developing countries.

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### Funding strategies

- ▶ Funding joint PVO-NGO projects,
- ▶ Contracting with the NGO to implement the PVO's program,
- ▶ Funding specific NGO projects, and
- ▶ Funding the ongoing program of an NGO, not tied to specific projects

### Capacity-building strategies

- ▶ Strengthening NGO program capacity,
- ▶ Strengthening the NGO as an organization,
- ▶ Building networks and coalitions,
- ▶ Joint learning and research, and
- ▶ Advocacy to influence policy and decision-making

PVO respondents also identified seven clusters of *issues* important to cooperation. These issues clusters focus on program, relationship, and institutional concerns.

### Program Issues

- ▶ *NGO Program Capacity* reflected concern with finding NGOs that can meet PVO requirements (>75% of respondents rated "highly important")
- ▶ *NGO Administrative Capacity* included financial accountability, agreement on administrative and reporting requirements, and ability to absorb funds (>50%)
- ▶ *Program Design Agreement* agreeing on program outcomes, strategies and design (~50%)

### Relationship Issues

- ▶ *Mutual Respect* included trust and respect, cross-cultural competence and preserving NGO missions (>50%)
- ▶ *Values Agreement* included trust and respect, shared values, and agreement on the causes of development problems (~50%)

### Institutional Issues

- ▶ *PVO Adaptability* concerned adapting PVO systems to local contexts and maintaining acceptance by the PVO's donors, Board and staff (>30%)
- ▶ *Resource Decision-Making* concerned decisions about distribution of tasks and resources (~30%)

PVOs see influence in their relationships shifting to NGOs. Respondents describe NGOs as having more influence at present than PVOs in implementation decisions, and they predict that in five years NGOs will be more influential on overall agenda, design and planning as well. PVOs will continue to have more influence over budgets and monitoring and evaluation.

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Different goals were related to different strategies and issues

- ▶ The strategy related to *Increasing Efficiency* is contracting, in which the NGO implements a program designed by the PVO. This focus raises program issues such as program design and administrative capacity
- ▶ Strategies associated with *Increasing Impact* emphasize capacity-building. This goal raises relationship issues, such as establishing trust and respect and agreeing on shared values, as well as program issues
- ▶ Strategies related to *Leveraging NGO Resources* again emphasize capacity-building. This goal is associated with institutional issues, such as resource decision-making, as well as program, relationship concerns
- ▶ *Building Sustainable Systems* was not related to strategies or issues. Near unanimous agreement on its importance may obscure those relationships

The report discusses four implications for promoting future cooperation

- 1 *Increasing efficiency may compete with building capacity and expanding impact*. Reducing costs and start-up time through NGO contracting is often desirable, but heavy emphasis on this approach can undermine long-term sustainability and development impact. PVOs and donors must take care in trading off long-term effectiveness for short-term efficiencies
- 2 *Trust and respect are essential to partnerships that build NGO capacity*. Relationship factors are critical in leveraging NGO resources and expanding program impacts, so investment in improving relationships may be central
- 3 *PVOs continue to dominate critical decisions in relations with NGOs*. Most respondents see PVOs as continuing to dominate key program decisions, although they also predict shifts toward increased NGO influence that fit the strategies associated with many cooperation goals
- 4 *Strategies for enhancing NGO and sector capacities need development*. Capacity-building strategies were strongly related to the goals of increasing impact and leveraging NGO resources goals. We need to know more about the most effective sequences, practices, and circumstances for this work

Finally, the report summarizes recommendations for improving future cooperation for PVOs and donors. More specifically, the report recommends that PVOs

- 1 *Continue to foster PVO cooperation with NGOs*
- 2 *Promote the rebalancing of PVO-NGO influence relations*
- 3 *Support learning processes for NGOs, PVOs, their sectors, and USAID*
- 4 *Demonstrate how donors can 'enable' rather than 'do' development*

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### SUMMARY OF GOALS, STRATEGIES AND ISSUES IN COOPERATION

#### **Goals of Cooperation**

- ▶ Build Sustainable Systems
- ▶ Increase Impact
- ▶ Leverage NGO Resources
- ▶ Increase Efficiency

#### **Strategies for Cooperation**

- ▶ Funding joint PVO-NGO projects
- ▶ Contracting
- ▶ Funding NGO projects
- ▶ Funding NGO program
- ▶ Strengthen NGO program
- ▶ Strengthen NGO organization
- ▶ Build networks and coalitions
- ▶ Joint learning and research
- ▶ Advocacy

#### **Issues in Cooperation**

- ▶ NGO program capacity
- ▶ Mutual respect
- ▶ NGO administrative capacity
- ▶ Program design agreement
- ▶ Values agreement
- ▶ PVO adaptability
- ▶ Resource decision-making

### INTRODUCTION

Recent reductions in bi-lateral development aid, unprecedented demands from representatives of the poor for authentic participation, and the growing recognition that vibrant civil societies are essential to our collective future have given new urgency to how US Private Voluntary Organizations (PVOs) and developing country Non-Governmental Organizations (NGOs) cooperate in international development. Many PVOs and donors are re-examining their policies, practices, roles and even missions in light of the changing financial and political landscape of international development. As one part of the answer to present challenges, many PVOs are looking to increase cooperation with NGOs.

Strengthening cooperation between PVOs and NGOs is a key objective of USAID's Office of Private and Voluntary Cooperation (PVC). Recently, it has incorporated new provisions in its grants programs to further encourage PVO-NGO cooperation. It is also supporting several activities to assist PVOs in their efforts to cooperate more effectively with NGOs.

Recognizing a need for more complete information on current practices in PVO-NGO cooperation, PVC asked the Institute for Development Research (IDR) to conduct a study of the issue. The study addressed these questions specifically:

- ▶ What goals do PVOs have in cooperating with NGOs?
- ▶ What strategies do they use to pursue them?
- ▶ What are the most important issues PVOs face when cooperating with NGOs and how do these issues vary with the different goals and strategies?
- ▶ What are current and expected patterns of PVO-NGO decision-making?

In addition, the study is intended to further the dialogue between PVC and the PVO community about practices and approaches which best contribute to effective cooperation.

The study questionnaire was mailed to 446 PVOs working in international relief and/or development to gather information on their experience in cooperating with NGOs. Interviews were also conducted with staff from eight PVOs with extensive experience in cooperating with NGOs. The purpose of the interviews was to provide initial insights into effective cooperation practices and to identify exemplary cases.

Preliminary results of this study were presented at the PVC Request For

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Application (RFA) Conference in September 1997. More than 350 PVO representatives participated in small group discussions and plenary reports on key questions raised by the results. In March 1998 initial results were presented and discussed with about 40 PVO representatives and members of the Advisory Committee on Voluntary Foreign Aid. These discussions have contributed to the analysis of questionnaire and interview data in this report.

### **BACKGROUND**

In the early to mid-1980s there was a rapid rise in the visibility of NGOs as development actors, with increased reliance on NGOs as channels of development aid (OECD, 1986; in Brodhead, 1987, Riddell and Robinson 1995; Edwards and Hulme, 1996). This resulted from the growing capacity of the NGO sector as well as public disenchantment with the ability of the public sector to provide goods and services in many countries. Declining aid flows were also forcing a search for less expensive alternatives to direct service provision (Brodhead 1987).

At the same time, institution building and empowerment strategies were gaining favor over charity and welfare strategies (Elliot, 1987, Korten, 1990). Participation and local institution building were recognized as critical to sustainable development (Cernea, 1987), when outside resources cannot continue forever.

More recently PVO-NGO cooperation has taken on renewed significance in light of the decreasing role of the state and a dramatic growth in the scale, influence and expectations of civil society organizations (Salamon, 1993). Civil society (including PVOs and NGOs) has been identified as critical to addressing issues of development and democratization (Bratton, 1994, CIVICUS, 1994). Civil society organizations have also been identified as playing a critical role in fostering cooperation among unequal parties to resolve social problems (Olivera and Tandon, CIVICUS, 1994, Brown, 1998). In particular, their role in cooperative problem solving has been shown to increase trust and social capital which in turn generates more collaborative problem solving (Putnam 1993a; Brown and Ashman 1997).

Many of the current debates about PVO-NGO cooperation were first articulated by development theorists and practitioners over ten years ago. Some challenged basic assumptions about the roles and relationships of the different actors, arguing that institutions located in developing countries should be responsible for their own development (Kajese, 1987), with those based in industrialized countries playing a facilitative role. In this view, PVOs' efforts should aim to strengthen

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NGOs, advocate for policy change, facilitate NGO networks and coordination (Drabek, 1987, Campbell, 1989), and engage in participatory learning and public education (Twose, 1987, CIDA, 1988). Others identified local control over the direction of the development agenda and a transfer of decision-making power to NGOs as critical issues in PVO-NGO cooperation (Fernandez, 1987, Campbell 1989). Throughout this period there has been a growing consensus that participation and mutuality is fundamental to good development and authentic partnership (Fowler, 1997).

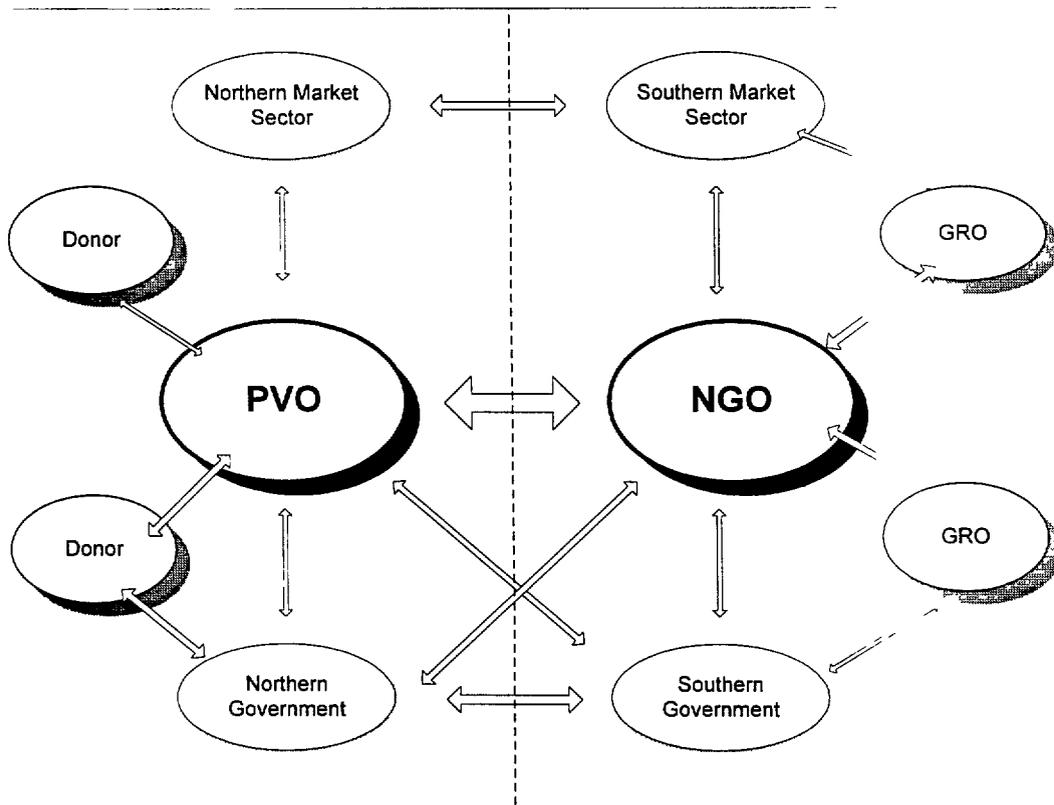
These same issues and debates persist a decade later for several reasons. The complexity of development problems means that PVO-NGO cooperation involves other civil society organizations and government and business actors as well (see Figure 1). Forging effective networks and inter-organizational relationships is essential in such a system, and requires skills, attitudes, structures and systems which may take PVOs and NGOs many years to develop (Grey 1989, Bryson and Crosby, 1992, Leach, 1995). As Figure 1 suggests, PVOs and NGOs face many choices about how to cooperate with one another. Each party's goals imply different strategies, different degrees of involvement, and sharing of resources and decision-making. Choices of goals and strategies affect the kinds of problems or issues that arise at the interface between the PVO and NGO and with their constituents.

Achieving effective PVO-NGO cooperation is made difficult by the vast differences in culture, structures, perspectives, bases of power and geographic distance separating the organizations. Also, many PVOs, initially formed for charity and relief work, remain strongly project- and service-oriented despite the growing demand for other roles (Fowler, 1997). The challenges of PVO-NGO cooperation have only been intensified by stakeholder demands for increased scale and impact (Edwards and Hulme, 1992) and for institutional and financial sustainability (Davis, 1997). In response, some individual PVOs have made NGO cooperation a central or emerging part of their organizational strategy; a few have pursued this strategy for some years now. The PVO community is engaging in vigorous dialogue about the issue, for example through InterAction Forum events or the Partnership website established by CARE. USAID's New Partnership Initiative (NPI) is also focusing attention on the importance of increased cooperation among all sectors (public, private, non-profit) to strengthening civil society. Donors as well as NGOs from around the world have devoted significant attention to PVO-NGO cooperation, for example through the emerging International Forum on Capacity Building of Southern NGOs.

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### FIGURE 1 INTERFACES AMONG NORTHERN-SOUTHERN INSTITUTIONS

As this brief summary shows, PVOs and NGOs face stiff challenges as well as



many opportunities for finding effective approaches to cooperation. This study seeks to provide empirically-based answers about goals, strategies, issues and influence in PVO-NGO cooperation, *as perceived by PVOs*. The views of NGOs are not included in these results.

### METHODS

We used two kinds of data collection for this study. First, a written survey was used to collect quantitative baseline data to enable identification of underlying trends. The survey provided relatively rapid and efficient access to information from many PVOs.

The survey (see Appendix A) was developed with input from PVC staff and an Advisory Committee of individuals from PVOs, NGOs and PVC. The questionnaire covered basic organizational information about the PVO and asked

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questions about

- ▶ Organizations with which the PVO cooperates,
- ▶ Strategies for cooperation with NGOs,
- ▶ Goals of cooperation, and
- ▶ Key issues in successful PVO-NGO cooperation

Table 1 presents information on the survey respondents. The questionnaire was sent to 446 PVOs engaged in relief and development work, the great majority of which were PVOs registered with USAID. The overall response rate was 25% for the total sample. Nearly 75% of PVC grantees responded (see Appendix B for full profile of respondents).

**TABLE 1 RESPONDENT PROFILE**

<b>Respondent</b>	<b>Number Sent</b>	<b>Number Received (%)</b>
PVC-funded PVOs	64	47 (73)
Other USAID-registered PVOs	345	60 (17)
Non USAID-registered PVOs	37	5 (13)
Total	446	112 (25)

Second, we conducted phone interviews with staff of eight PVOs chosen for their extensive experience in cooperating with NGOs. The aim was to provide some initial insights into effective practices and to identify exemplary cases. The interviews lasted from one and a half to two hours. Organizations were chosen to represent a mix of size (revenues), funding sources (USAID or not) and type of organization (cooperative, support organization, other). They were identified through IDR's networks and referrals from PVC and the Advisory Committee.

The interviews focused on innovative or effective models of PVO-NGO cooperation with a particular emphasis on the institutional relationship between the PVO and NGO rather than specific program content. Interview data are used to supplement the findings that emerged from analysis of the survey data.

## RESULTS

Part A of this section examines the broad purposes or goals PVOs hope to achieve

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through cooperation with NGOs. In Part B we look at how PVOs and NGOs cooperate—identifying specific strategies for cooperation. Part C identifies the issues PVOs say are most important to address for effective PVO-NGO cooperation. Part D examines relationships among goals, strategies and issues to see if coherent patterns of strategies and issues are associated with different goals. Finally, Part E describes PVOs' perceptions about current levels and predicted changes in PVO-NGO cooperation and NGO influence in decision-making.

### A Cooperation Goals

In the survey, respondents were asked to rate (High, Medium or Low) the importance of thirteen reasons for cooperating with NGOs. Using factor analysis<sup>2</sup> it was possible to group these reasons into four interrelated clusters that we have labeled *goals* that PVOs seek to achieve in cooperating with NGOs. We labeled each of these goals based on the themes common among the items in each factor. Table 2 lists the four goals and the survey items contained in each. The second column shows the percentage of respondents who ranked that item as "High" in importance. The four goals are not mutually exclusive—a PVO can pursue more than one of these goals in its cooperation with NGOs.

The first goal, *Build Sustainable Systems*, includes the two reasons for cooperation: increased sustainability and building local NGO capacity. These reasons were ranked "High" by more than 80 % of respondents. The strong support for these items may reflect the current popularity of concepts of sustainability and capacity building.

The second goal, *Increase Impact*, combined items concerned with increasing the on-the-ground impact of development activities. Approximately two-thirds of respondent PVOs say increased *scale* and *quality* are important reasons to cooperate with NGOs. The goal may reflect concern with the difficulty of reaching all the populations that remain under-served. It would be interesting to explore further the kinds of scaling-up PVOs and NGOs are involved in to increase impact (e.g. replication of successful programs by other NGOs, growth of existing NGO programs, greater economic efficiency, increased influence on local government policies, etc.).

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<sup>2</sup>Factor analysis is a statistical procedure which identifies clusters of questions which tend to be answered the same way by respondents. Factor analysis makes it possible to discern underlying patterns in what could otherwise be seen as a laundry list of disconnected items.

**TABLE 2 GOALS OF COOPERATION**

<b>GOALS (and survey items related to each)</b>	<b>Per cent Rated as “High Importance</b>
<b>Build Sustainable Systems</b>	
Increase sustainability of services/benefits	87
Building local NGO’s capacity	80
<b>Increase Impact</b>	
Increased scale or impact	67
Improve program quality	60
<b>Leverage NGO Resources</b>	
Increase legitimacy with key stakeholders	67
Increase local control over development	64
Access to other’s expertise/contacts	57
Mutual learning	43
<b>Increase Efficiency</b>	
Reduced Costs	35
Faster program start-up	30
Donor requirements	18
Access to other’s financial resources	15

[NOTE One reason for cooperation—Host Country Requirements—is not shown in this table. It was rated “High” in importance by 12% of respondents but was not strongly associated with any goal.

The third goal *Leverage NGO Resources*, includes four survey items concerned with valuing and using NGO knowledge, experience and contacts. The PVOs rating it as an important goal (more than half the respondents) value what NGOs can contribute to promoting, legitimating and learning about development. These PVOs believe that working with NGOs provides the PVO with greater credibility and legitimacy with the PVO’s own stakeholders (including donors, Board and staff).

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The final goal, *Increase Efficiency*, includes items related to efficient use of economic resources. About a third of respondents rated reduction in costs and faster program start-up as highly important reasons for cooperating with NGOs. Some PVOs said that donor requirements were an important reason to cooperate. Since the survey was completed prior to PVC's requirement that PVOs establish formal partnerships with NGOs and other local organizations for matching grant programs, the level of agreement with this item may be higher today.

To summarize, then, we found that PVOs' assessments of their own reasons for cooperating with NGOs could be statistically clustered into four goal factors, some of which were more widely chosen as important than others. *Build Sustainable Systems* for example was rated high in importance by more than 3 out of 4 PVO respondents, *Increase Impact* and *Leverage NGO Resources* were rated high by more than half the respondents, *Increase Efficiency* was rated high by less than a third of the sample. In part these ratings may reflect widespread recognition of the growing importance of sustainability and the concern with expanding results and local capacities.

These four goal factors are also somewhat correlated with one another. *Leverage NGO Resources* is, as might be expected, strongly related ( $r = .54$ ,  $p < .01$ ) to *Increase Impact*. *Leverage NGO Resources* is less strongly but still significantly related to both *Increase Efficiency* ( $r = .26$ ,  $p < .05$ ) and *Build Sustainable Systems* ( $r = .28$ ,  $p < .05$ ). Making the most of NGO resources seems to be statistically significantly linked to all the other goal clusters. On the other hand there was not a strong correlation between *Build Sustainable Systems* and *Increase Efficiency*, perhaps because the potential tradeoffs between capacity-building and service delivery (see Appendix C for Table of Correlations).

### **B Cooperation Strategies**

The survey also asked respondents to describe *how* their PVOs cooperate with NGOs, or their strategies for accomplishing their goals. Table 3 shows nine strategies that PVOs use in cooperating with NGOs, divided into Financial Strategies and Capacity Building Strategies. The first column shows the percent of respondents answering "yes" to the question, "Does your PVO cooperate with NGOs in the following ways?" The second column shows the percentage of all respondents who say they use a particular strategy in "More than half" or "Most" of their program activities.

Table 3 indicates that many PVOs make use of many different cooperation strategies. For funding, for example, more than half the respondents report making use of the first three strategies, and the last—funding NGO

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programs—has been used by almost half the sample. The same applies to capacity building strategies: all five strategies are reportedly used by more than half the sample, and four of them are used by more than three quarters of the respondents. In short, the PVO respondents to this survey report using a wide range of funding and capacity-building strategies in their cooperation with NGOs.

On the other hand, these data suggest that most PVOs have not yet developed a package of strategies for cooperating with NGOs that they apply in all situations. Although some PVOs report using strategies for more than half their program activities, no strategy is regularly applied by more than a third of the sample. This may reflect the lack of a wide consensus on what works, so many PVOs are still seeking an appropriate mix of strategies to achieve their cooperation goals. It may also reflect the complexity of building effective partnerships, such that it is important for PVOs to preserve a menu of options with which they can tailor packages of strategies to fit the special conditions of each situation.

For example, a large majority of PVOs (86%) say that they fund at least some projects which are jointly conceived, designed, and implemented, but less than a third of the sample (28%) use this approach in more than half of their projects. PVO input at the RFA conference suggested several possible barriers to joint programming, including PVO ambivalence about power-sharing with NGOs, RFA formulation constraints that exclude NGO participation, constraints that press for program activity prior to developing NGO-PVO relationships of trust and reciprocity, and NGO lack of capacity to participate effectively in planning, monitoring and evaluating projects. The forces at play in enabling more widespread use of particularly useful strategies need more detailed investigation than is possible in this form of survey.

*Funding strategies* reflect a continuum of delegation and autonomy for NGO activities, from the implementation of a PVO-defined program implied in contracting at one pole to the generalized funding of NGO-defined programs at the other. We do not know from these data answers to some of the interesting questions they raise. For example, does the widespread use of diverse strategies indicate that some PVOs adapt their funding mechanism to the existing capacities of the NGO, and perhaps even shift those mechanisms as NGO capacities increase? Answers to such questions depend on more detailed case studies.

**TABLE 3 STRATEGIES FOR COOPERATION**

<b>Strategies</b>	<b>Per Cent Used</b>	<b>Per Cent Used in most work</b>
<i><b>Funding Strategies</b></i>		
Funding projects jointly conceived, designed and implemented by PVO and NGO	86	28
Contracting with an NGO to Implement PVO's program	63	16
Funding projects conceived, designed and implemented by NGO	61	17
Funding the ongoing program of an NGO (not limited to specific projects)	48	6
<i><b>Capacity Building Strategies</b></i>		
Strengthen NGO Program (Project planning, design, evaluation, field skills, etc )	89	31
Network and Coalition Building to strengthen PVOs and/or NGOs	86	21
Strengthen NGO as an Organization (Management skills, systems, structures, etc )	84	30
Learning and research for mutual gain	75	20
Advocacy to influence policy makers	57	9

Capacity-building strategies range across several levels of analysis from specific programs to organizations to multi-organization networks and coalitions to intersectoral relations implied in advocacy strategies. One way of interpreting the frequency of use of these strategies is to recognize that work with programs and organizations (both used frequently by 30% of the respondents) is relatively common at this stage of PVO-NGO cooperation. Building coalitions as a regular part of PVO activity is less common and fostering intersectoral work still rarer given the current state of NGO as well as PVO capacities. Looking at correlations among reported use of these strategies supports this interpretation. PVOs that strengthen NGO programs are highly likely to strengthen their organizations as

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well ( $r = .87, p < .001$ ) PVOs involved in NGO coalition building are also likely to be involved in advocacy ( $r = .72, p < .001$ ) There may well be a sequence of capacity-building activities that depends on NGO capacities and national contexts as well as PVO resources and goals

### C Cooperation Issues

In order for cooperation to be successful it is important for the parties to anticipate problematic issues and to have the skills and resources to deal with issues which cannot be anticipated The survey asked PVOs to rate twenty-five different issues for their importance in creating effective PVO-NGO relationships Factor analysis revealed seven clusters of items which respondents tended to answer in the same ways Table 4 shows the seven clusters and the individual survey items related to each We have named these clusters according to the themes represented by their items

The first group of issues concerns *NGO Program Capacity* Roughly three-quarters of respondents ranked items in this group "High", suggesting the importance PVOs attach to locating NGOs with the ability to deliver services that meet PVO requirements For PVOs that have little experience with NGOs locating appropriate NGOs with which to cooperate may be a difficult and confusing process

*Mutual Respect* includes items such as establishing trust and respect cross cultural skills and ability to communicate, preserving NGO mission and decisions about which organization gets "credit" for development work These items were rated "High" by about half of the respondents These items indicate that building respect includes not only interpersonal dimensions, but also institutional and systemic dimensions For example, a PVO may cooperate to expand an NGO's work to include new programs and services However, the scale of PVO operations may overwhelm and ultimately undermine the NGO's original mission and identity This can be experienced as a lack of respect by the NGO

*NGO Administrative Capacity* includes items concerned with financial accountability agreement on administrative and reporting requirements and ability to absorb funds About half the respondents rated individual items in this group as highly important PVOs often seek ways to strengthen NGO administrative capacity when they are concerned about the NGO's ability to handle resources well

Program Agreement is another group of issues that emerged from the factor analysis About half of the respondents consider it important that the PVO and

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NGOs agree on basic issues of program design and implementation. It is striking that only half of the respondents rated agreement on basic design as an important issue for effective cooperation. This might be explained by the fact that only 28% of PVOs do most of their work by jointly conceiving, designing and implementing programs with NGOs. For some PVOs, program outcome and designs may be so largely predetermined by the donor or PVO that the NGO does not have much room to negotiate a different agreement. For PVOs that fund NGO projects or programs, reaching agreement may be less important because the PVO delegates the decision to the NGO. Another interpretation is that reaching such agreements is so much a part of how PVOs do business with NGOs that it is a non-issue.

Issues of compatibility around fundamental development values and beliefs—such as the causes and responses to development problems—form the *Values Agreement* group. The cluster suggests that dealing effectively in this arena requires some PVO capacity for acknowledging differences and resolving conflict.

The sixth group of issues, *PVO Adaptability*, concerns how a PVO can adapt its systems and programs to the NGO, while maintaining credibility with its own stakeholders. PVOs rated acceptance by their domestic stakeholders (donors, Board and staff) higher in importance than items concerning PVO adaptation to the local NGO context.

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The final group, *Resource Decision-Making*, is concerned with decisions about the distribution of tasks and how each organization's resources will support the work. About a third of PVOs rated decision-making about the division of roles and fundraising as important issues. Several interview respondents emphasized the importance of clearly spelling out the division of roles and responsibilities of the PVO and NGO.

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**TABLE 4 ISSUES IN COOPERATION**

Important Issues	“High” Rating (%)	Important Issues	“High” Rating (%)
<b>NGO Program Capacity</b>		<b>Values Agreement</b>	
Identifying appropriate NGOs	81	Establishing trust and respect	75
NGO ability to deliver services	74	Program strategies	52
<b>Mutual Respect</b>		Development values	43
Establishing trust and respect	75	Causes of development problems	28
Ability to work across cultural differences	52	Creating mechanisms to resolve conflicts	24
Preserving NGO mission	47	<b>PVO Adaptability</b>	
Ease of communications	45	Acceptance by PVO stakeholders	46
Decision making on recognition / credit	19	PVO’s ability to adapt program locally	34
<b>NGO Administrative Capacity</b>		PVO’s ability to adapt its systems locally	24
NGO ability to account for financial resources	59	<b>Resource Decision Making</b>	
Decision making on M&E requirements	53	Division of work between PVO and NGO	35
Decision making on finance and accounting systems	47	Fundraising	29
NGO ability to absorb funds	44	Cost sharing	17
<b>Program Agreement</b>		Staff salaries	11
Program outcomes	53		
Program strategies	52		
Program design	47		
Staffing issues	21		

The issues clusters can also be sorted into general kinds of issues. For example, three of the issues focus on specific program-related concerns—*NGO Program Capacity*, *NGO Administrative Capacity*, and *Program Agreement*. Two others

## PVO-NGO Cooperation

focus on institutional concerns—*PVO Adaptability* and *Resource Decision-Making*. The last two focus on the quality of the relationship among the partners—*Mutual Respect* and *Values Agreement*. For the PVO respondents, programmatic issues take first priority, though relationship matters are a close second. The institutional issues are ranked high by a smaller proportion of respondents.

### **D Goal Constellations: Three Patterns and a Puzzle**

The preceding sections have identified PVO goals, strategies, and issues associated with cooperation with NGOs. We wondered if there would be different patterns of strategies and issues associated with different goals. Would the funding and capacity-building strategies required to *Increase Efficiency* be different from those for *Increase Impact*? And would the issues seen as most important vary across goals as well?

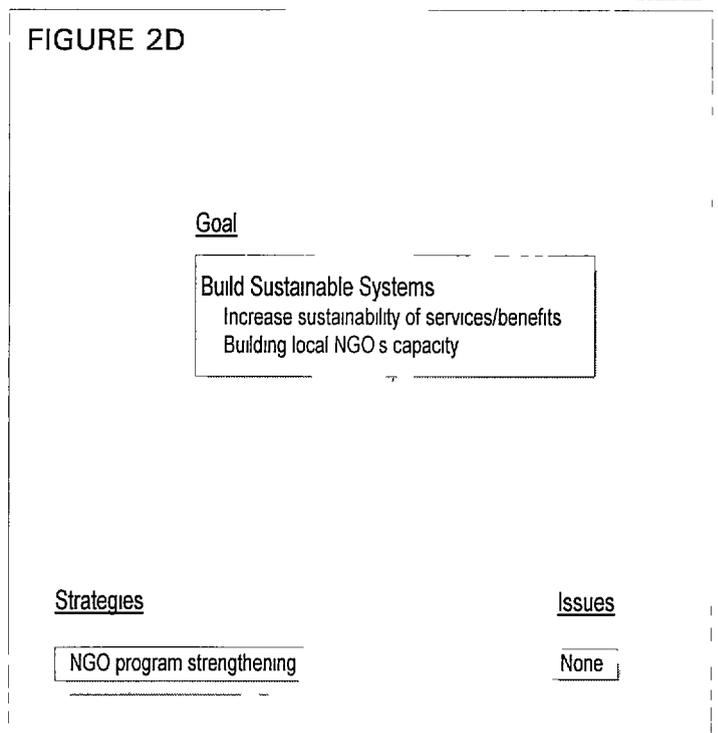
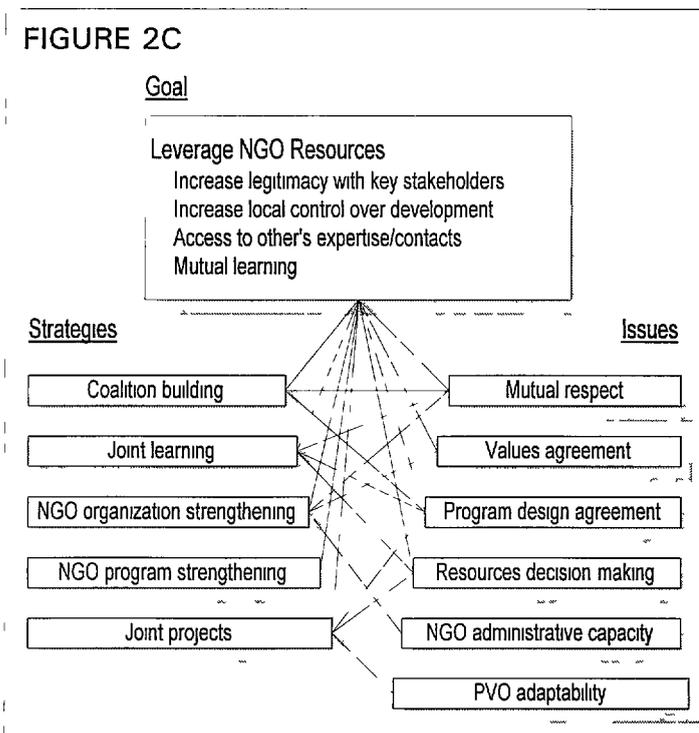
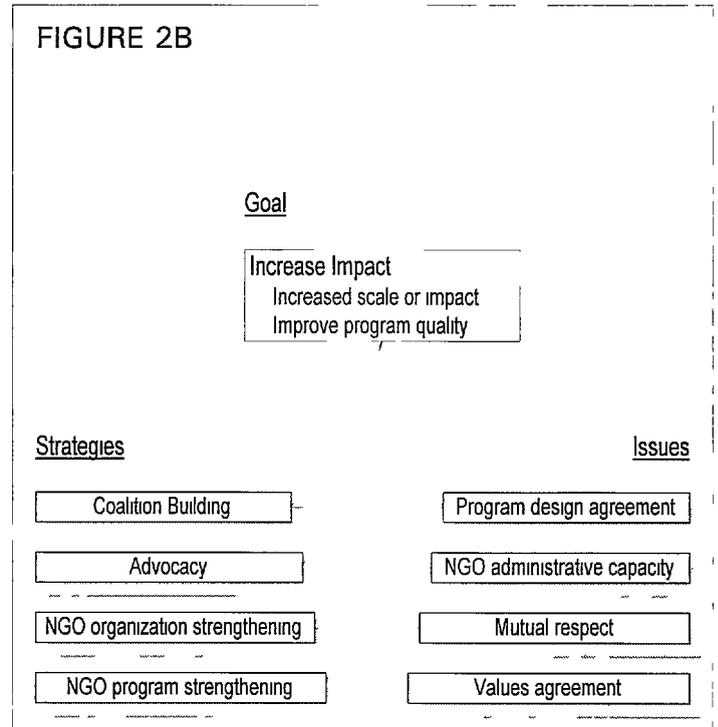
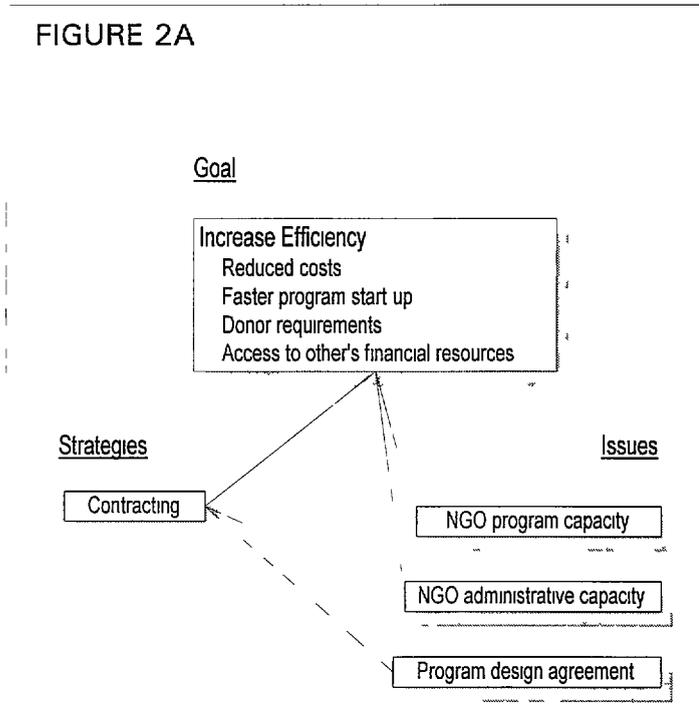
Figure 2 presents the four goal clusters, and the strategies and issues that were significantly correlated with that goal. Significant correlations among goals, strategies, or issues are represented by lines, only variables that were significantly related to the goal at the top are included in the figure.

The goal of *Increase Efficiency*, portrayed in Figure 2A, is directly or indirectly related to one strategy and three issues. PVO respondents that rate this goal as important are also likely to report using contracting strategies and to report NGO program and administrative capacities as being important issues. PVO respondents that rate this goal as less important are also less likely to report using contracting strategies or to be concerned about NGO program and administrative capacities as issues. Indirectly, because of its correlation with contracting strategies, program design agreement may also be an important issue.

Note that this pattern reflects a constellation of PVO perceptions as they answered the questionnaire rather than an empirically observed pattern. Nonetheless, the pattern seems reasonable. PVOs concerned with increasing efficient delivery of services might be expected to pay a lot of attention to the capacities of the NGOs they expect to deliver the program, and a contract that defines the nature and quality of services to be delivered can be an effective tool for defining the nature of each party's expectations. Where cost reduction and rapid program start-up are key considerations, finding the right NGO and negotiating an appropriate contract are critical issues. There are many situations in which delivering efficient services is a key priority. This constellation describes the "mental map" by which these PVOs chart a course toward that goal.

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**FIGURE 2 RELATIONSHIPS BETWEEN GOALS, STRATEGIES, AND ISSUES**



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The goal of *Increase Impact* is associated for these PVO respondents with a more complex pattern of strategies and issues. Increasing impacts is linked to the capacity building strategies of NGO program and organization strengthening and to coalition building and advocacy. The goal is directly linked to the issue of program design agreement and indirectly through the strategy of NGO strengthening to the issues of mutual respect, agreement, and NGO administrative capacity. PVO respondents concerned with increasing impact were also likely to be concerned with capacity-building strategies and with issues of both program design and relationships.

The pattern perceived by PVO respondents for this goal reflects an emphasis on NGO capacity building at several levels—program, organization, coalition, intersectoral—that can contribute to widening and improving program impacts. This goal directly raises issues of program agreement, and the emphasis on NGO organization strengthening also raises issues around relationships between the parties in the form of mutual respect and values agreement. PVOs less concerned with increasing impact can be expected to be less concerned with local capacity building strategies or issues.

The third constellation in Figure 2, around the goal of *Leverage NGO Resources* is even more complex. In the eyes of PVO respondents, building on local resources involves both capacity building strategies—such as strengthening NGO programs and organizations, building coalitions and engaging in joint learning—and funding strategies, like funding joint projects. Building on local resources also involves an array of issues, from relationship problems—such as establishing mutual respect and agreeing on values—to program issues—such as negotiating agreement on designs and NGO administrative capacity—and institutional issues—such as PVO adaptability and resource decision-making. PVOs that rated Leveraging NGO Resources as being of high importance were also likely to consider these strategies and issues important, those not concerned with the goal were less likely to have these concerns.

It is hardly surprising that PVOs who are considering shifting their emphasis for service delivery to building local capacity may be daunted by the prospect of having to adopt so many new strategies and deal with so many complex—and for many, unfamiliar—issues. For the previous two goals, it is at least relatively simple how success—more efficient services, or expanded and improved programs—can be defined and measured. For the third pattern, success in part has to be defined and measured in terms of the NGO's behaviors and perceptions which are more difficult for PVOs to influence or control. Indeed, the more PVOs exert control, the more they fail if one of the goals is to increase local control over

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development. This constellation requires much more shared control over the development, implementation, and assessment of outcomes.

The fourth constellation is a puzzle. The goal of *Build Sustainable Systems* was rated highly important by more than 80% of the PVO respondents. But in Figure 2 that goal cluster is significantly related only to the strategy of NGO program strengthening, and to no issues at all. How can it be that the most frequently high rated goal is associated with one strategy and no issues?

One possible answer is that the goal is so widely-held that there is not enough variation in the responses to produce correlations. A positive correlation indicates that responses to two items co-vary, so respondents answer “high or low to both (for a positive correlation).” When the covariation is consistent across a sample, high correlations emerge. If everyone in the sample answers high to one item, correlations are necessarily low because there is little possibility of covariation. More than eight out of ten respondents rated the *Build Sustainable Systems* items as high in importance, so there was little variation in the goal to correlate with strategies and issues. This lack of variation would limit the size of the correlations possible with *Build Sustainable Systems*.

In fact, there were correlations that approached significance between that goal and several strategies. In addition to the significant association with *Strengthening NGO Programs*, there were nearly-significant positive associations with *Strengthening NGO Organization* and *Funding NGO Projects*, and nearly-significant *negative* associations with *Contracting* and with *Advocacy*. There were no such associations with issues. It makes sense that building sustainable systems would be positively associated with strategies that emphasize organizational capacity building and support for NGO projects. It is intriguing that the goal of *Build Sustainable Systems* is negatively—albeit not significantly—linked to *Contracting*—the prime strategy associated with the goal of *Increase Efficiency*. It may be that emphasis on efficient use of resources can work against sustainability. The negative association to *Advocacy* may also suggest that advocacy activities can undermine sustainability as well.

This analysis suggests that for some goals PVO share a ‘mental model’ of the strategies and issues involved in cooperation with NGOs exists. *This analysis does not tell us whether the model is correct.* It may be that PVOs collectively believe in myths about what is required to increase efficiency, leverage NGO resources, or increase impact. But the analysis does help make those models explicit for more systematic testing and development.

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### **E Some Overall Trends**

The questionnaire also asked respondents about some future trends. This section describes PVOs' perceptions about current levels and predicted changes in PVO-NGO cooperation and NGO influence in decision making.

The survey asked about *current and expected levels of cooperation* occurring between PVOs and NGOs. Almost nine out of ten PVOs reported being involved in cooperative activities with NGOs, and one in four PVOs said they did most of their development work in cooperation. Another 15% reported doing most of their work with NGOs initiated or created by the PVO. So PVO-NGO cooperation is very common today.

Two-thirds of the respondents currently working with NGOs expect to increase their level of cooperative activity with NGOs in the next five years. Four out of ten PVOs expect their cooperation with grassroots service and support NGOs to "increase a lot" in the next five years. About one in three PVOs expect similar increases in cooperation with sector support NGOs and women's NGOs. Only one in five PVOs expect cooperation with advocacy NGOs to increase a lot.

PVOs that do not work with NGOs (about 12% of respondent PVOs) report that cooperation does not fit with their strategies or that they could not find an appropriate NGOs with which to work. "Identifying Appropriate NGOs" was cited as highly important more often than any other issue by these PVOs, suggesting that PVOs need to build capacity to do this well. Some PVOs we spoke with recommend getting to know NGOs in the regions long before any particular project or funding possibility is identified. Others suggest finding ways to work with potential cooperating NGOs on short-term activities prior to negotiating longer-term cooperation.

The survey also asked about *influence over decision-making in PVO-NGO relationships*. Table 5 below presents five key areas of decision-making and the percentage of PVOs reporting that the NGO now has more influence over decision-making than the PVO. The far right column shows PVO predictions about the level of NGO influence five years from now.

Data from Table 5 indicate that PVO respondents perceive NGOs to have less influence than themselves over decisions which shape development programs and priorities (i.e., budget, agenda and monitoring and evaluation standards) and more influence over implementation and operational decisions. While NGO influence in all decision-making areas is predicted to increase in coming years, less than half of PVOs believe NGOs will have majority decision-making

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influence over budgets and monitoring and evaluation--two decision areas that shape development priorities. Taken together, these findings help explain what many NGOs see as a gap between the rhetoric and reality of "partnership" with PVOs. But they also suggest that there is an ongoing shift in influence towards NGOs.

**TABLE 5 BALANCE OF PVO-NGO INFLUENCE IN DECISION-MAKING**

<b>Area of Decision-Making</b>	<b>NGOs more influential today (%)</b>	<b>NGOs more influential in five years (%)</b>
Set overall budget for project or program	29	47
Set overall agenda for project or program	36	60
Detailed design & planning of project or program	38	59
Implementation/operational management	54	67
Set systems/standards for monitoring/evaluation	23	39

### **DISCUSSION IMPLICATIONS FOR PVOs AND DONORS**

This analysis suggests that PVOs currently cooperate with NGOs to meet four sets of goals, and that different goals imply the use of different strategies and raise different sets of issues. We turn now to exploring the implications of these clusters of goals, strategies and issues for PVOs and donors. Note that we are moving from an analysis of the survey and interview data to exploring their implications here. This is a necessarily speculative process and so should be treated as hypotheses to be tested rather than conclusions established by the analysis of these data. In this analysis we will begin with four general themes that emerge from these data and the discussions in the meetings where they have been presented. In each of these discussions we will explore some implications for PVOs and for donors that support their relations with NGOs.

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### **A Increasing efficiency may compete with building capacity and expanding impact**

It is hard to argue with the need for efficient use of development resources particularly given the shrinking resources available for ever-expanding needs. Where the goal is to deliver services or goods efficiently, it is highly appropriate to use funding strategies and program issues to organize competent NGO resources to carry out program activities. The emphasis in such projects is to deliver high quality goods and services at low cost.

But the skills and resources associated with the PVO “mental model” for increasing efficiency are quite different from those involved in two other goals--increasing impact and leveraging local resources. The models identified here for those two goals emphasize capacity-building strategies rather than funding strategies and relationship issues rather than programmatic concerns. If the PVOs models are in fact descriptive of the real challenges of building local capacity and expanding local programs, an emphasis on efficiency strategies and issues will be poor preparation for pursuing the other goals.

Ideally, perhaps PVOs will understand the issues well enough to recognize and transcend the tensions between efficiency and local empowerment and create models that enable efficient use of local NGOs while simultaneously enhancing their capacities. But in the meantime PVOs and donors concerned with building local capacity for sustaining improvements may have to be careful of potential tradeoffs in pursuing short-term efficiencies. From the point of view of PVOs interested in building the long-term capacities of their local NGO partners, this discussion suggests careful decisions about enhancing efficiency. PVOs may want to take care to

- ▶ be aware of potential tradeoffs between maximizing efficiencies and strengthening local capacity,
- ▶ expand NGO capacities at the same time as PVOs utilize their current resources,
- ▶ include capacity building in areas of NGO weakness, even when utilizing their strengths and
- ▶ not overburden existing NGO capacities to achieve short-term efficiencies

From the point of view of donors that support PVOs as institutional bases for working with NGOs, it may be important to

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- ▶ examine contracting strategies carefully for potential to build or damage NGO capacities,
- ▶ recognize and communicate that longer-term NGO capacity building is an important development result (in addition to short-term service delivery improvements),
- ▶ request as part of proposals that PVOs explicitly address how they will promote sustainable capacity when cooperating with NGOs and
- ▶ encourage PVO programs that emphasize long-term effectiveness in producing local results rather than short-term efficiencies that may have deleterious consequences

### **B Trust and respect are essential to partnerships that build NGO capacity**

The importance of the issue of *Mutual Respect* as indicated by PVO responses is striking, it is strongly related to the *Leverage NGO Resources* goal and to the strategies of *NGO Organization Strengthening*, *Coalition Building* and *Joint Learning*. In other words, a positive working relationship, based on trust and mutual respect, may be essential to building NGO capacity

The challenge to PVOs and donors is to invest in building relationships characterized by trust and reciprocity. PVOs will have to suppress in many situations the temptation to "get on with the job" if they are to build such relationships. There is increasing evidence that social capital<sup>3</sup> is a critical ingredient for development in many situations (Putnam, 1993b, Evans 1996, Brown and Ashman 1997) and PVOs may reap large multiplier effects from relatively small investments in creating the relationships and norms that comprise such capital. From the point of view of many NGOs, the critical currency of development is transparency and respect, not funding (Muchunguzi 1995)

From the vantage point of PVOs, the commitment to creating social capital may imply a variety of activities including

- ▶ budgeting for frequent face-to-face interaction among PVO and NGO staff in which there are systematic efforts to build trust, transparency and reciprocity
- ▶ Hiring, training and rewarding staff for social competence as well as technical or managerial skills, or

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<sup>3</sup>Social capital has been described as the informal rules, norms and long term relationships that facilitate coordinated action and enable people to undertake cooperative ventures for mutual advantage. (World Development Report 1997 p. 114)

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- ▶ Creating organizational systems, structures, and informal cultures that support joint learning, mutual support, organizational transparency and a climate of mutual influence and joint problem solving

Donor encouragement for creating and preserving social capital that enables effective capacity building may also be essential. Donors can support this kind of capital formation by

- ▶ Supporting interactions among PVO and NGO actors that build transparency, trust, and mutual support,
- ▶ Encouraging program development that rewards mutual influence and institutional interdependence,
- ▶ Funding these kinds of interactions, and
- ▶ Fostering transparency, trust, and reciprocity in relations with PVOs and between PVOs and NGOs

Building social capital across gulfs of wealth, power, culture, and organizational interests is not easy. Our interviews indicate that attention must be paid to the creation of trust and feelings of reciprocity from the very beginning of PVO-NGO interactions, well *before* any arrangements have been made for flow of financial resources. One PVO dedicates an in-country staff member to tend specifically to cooperation and make the necessary investments in good relationships.

### **C PVOs continue to dominate critical decisions in relationships with NGOs**

Although the public rhetoric of PVOs and the wider development community has emphasized local empowerment and participation for many years, it is clear that most respondents still see PVOs as exercising more influence over most decisions about the programs that NGOs carry out. PVOs predict shifts of power toward increased NGO influence over the next few years, and those shifts seem highly consistent with the *Leverage NGO Resources, Increase Impact* and *Build Sustainable Systems* goals.

However, experience suggests that it is often difficult to make good on the promises of mutual influence implied by PVO-NGO “partnerships.” The barriers are not just behaviors and attitudes, though these may be important factors. Organizational structures, systems, and policies—in NGOs as well as PVOs—must also be transformed to enable increased mutual influence. The problem is evident in the responses of PVOs in this study.

From the point of view of PVOs, a wide variety of actions might enhance mutual

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influence with NGOs Possible examples include

- ▶ Encouraging and helping NGOs develop more diversified sources of funding
- ▶ Revising organizational systems, structures, and policies that preserve and reinforce one-way influence on key decisions (for example one PVO includes NGO input, ideas, and language when writing its grant proposals)
- ▶ Developing and implementing participatory monitoring and evaluation systems that depend on the input of both PVO and NGO partners
- ▶ Including NGO representatives in negotiations with donors so they understand more of the constraints under which PVOs operate and
- ▶ Including NGO representatives on critical PVO decision-making bodies such as Boards of Directors

Donors may also change systems and policies to enable more balanced decision-making between PVOs and NGOs Donor actions that could encourage more NGO influence include

- ▶ Requiring NGOs and local beneficiary participation in designing and implementing monitoring and evaluation systems,
- ▶ Requiring evidence in PVO proposals that NGO partners participated in the program design
- ▶ Soliciting NGO input to the development of PVO grant policies and systems
- ▶ Requiring growing NGO and local influence over program decision-making as necessary to local capacity development and program sustainability and
- ▶ Planning from the beginning of programs for PVO exit, and how NGO activities will be preserved or established

A key point emphasized in some interviews and in RFA group discussions was that greater flexibility in donor policies and procedures is necessary in order to meaningfully increase NGO influence in proposing, planning and implementing programs Such flexibility would include donors allowing for negotiated—rather than predetermined—results and outcome measures

### **D Strategies for enhancing NGO and sector capacities need development**

This analysis provides intriguing information about present PVO perceptions of how to attain different clusters of goals But we need more in-depth analysis to clarify details that cannot be developed through the constrained optic of a general survey For example we know from this analysis that building sustainable systems is a high-priority goal of many PVOs, but they do not have a clear shared picture of the strategies and issues involved in accomplishing it We also know

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that PVOs have a clearer idea about the relationship between increasing impact and building capacity at the organizational (program, organization strengthening) and sectoral levels (coalition-building, advocacy), but we need to know more about the right sequences of these activities or whether all PVOs should carry them out. We know from this analysis that leveraging NGO resources is related to organization and sector capacity-building activities in combination with joint learning and joint project funding. We need to know more about how local leveraging evolves, and what patterns of strategies and issues promote rapid evolution.

There are patterns emerging in PVO lore about what it takes to accomplish some of these goals in cooperation with NGOs, others, like building sustainable systems, remain obscure, at least to respondents to this survey. It is clear that more learning about strategies for NGO and sector capacity building are pivotal to better understanding of how to achieve the goals of increasing impact and leveraging NGO resources.

If PVOs want to play central roles in organizational learning that will shape the rapidly expanding cooperation among PVOs and NGOs, they may need to

- ▶ Emphasize joint learning with NGOs, donors, and local actors about strengths, weaknesses, and impacts of organizational and sectoral capacity-building initiatives
- ▶ Tailor combinations and sequences of strategies to local NGO capacities and local political, social and economic constraints
- ▶ Create coalitions and alliances to expand impacts, leverage resources, and create sustainable systems

Similarly, donors concerned with effective cooperation among PVOs and NGOs may want to encourage better understanding and increased capacity to use key strategies for implementing partnership goals, by

- ▶ Systematically encouraging joint learning by PVOs, NGOs and donors about critical issues and strategies through dialogue, collaborative action research support for promising innovations, and systematic assessment of new innovations
- ▶ Support PVO efforts to build partnerships to develop and test fundamental new strategies relevant to high-priority goals
- ▶ Educate PVOs and NGOs about the constraints on donors while learning about local capacity-building impacts

**TABLE 6 IMPLICATIONS FOR PVOs AND DONORS**

CONCLUSIONS	PVO ACTIONS	DONOR ACTIONS
<p><b>A Increasing efficiency may compete with building capacity and expanding impact</b></p>	<ul style="list-style-type: none"> <li>▶ Be aware of potential tradeoffs between maximizing efficiencies and strengthening local capacity</li> <li>▶ Limit utilizing rather than expanding NGO capacities</li> <li>▶ Address NGO weaknesses while utilizing existing NGO strengths</li> <li>▶ Avoid overburdening NGO capacities to achieve short-term efficiencies</li> </ul>	<ul style="list-style-type: none"> <li>▶ Examine potential impact of contracts on future NGO capacities</li> <li>▶ Recognize NGO capacity- building as a development result that may be as important as service delivery</li> <li>▶ Encourage PVO proposals that emphasize long-term effectiveness and NGO capacity building</li> </ul>
<p><b>Trust and respect is essential to partnerships that build NGO capacity</b></p>	<ul style="list-style-type: none"> <li>▶ Support frequent PVO-NGO staff interactions to build trust, transparency, and reciprocity</li> <li>▶ Hire train and reward staff for social and cross cultural competence</li> <li>▶ Create organizational systems to support joint learning, mutual support and staff development</li> </ul>	<ul style="list-style-type: none"> <li>▶ Fund PVO and NGO interactions that build trust transparency and reciprocity</li> <li>▶ Promote mutual influence and institutional interdependence in programs</li> <li>▶ Foster trust transparency and reciprocity in relations with PVOs</li> </ul>
<p><b>PVOs continue to dominate critical decisions in relationships with NGOs</b></p>	<ul style="list-style-type: none"> <li>▶ Promote diversified sources of funding for NGOs</li> <li>▶ Revise organizational systems structures and policies that reinforce one-way influence on key decisions</li> <li>▶ Develop and implement participatory M &amp; E systems</li> <li>▶ Include NGO representatives in negotiations with donors</li> <li>▶ Include NGO representatives on PVO decision making bodies</li> </ul>	<ul style="list-style-type: none"> <li>▶ Require evidence in PVO proposals of NGO input in program design</li> <li>▶ Require NGO and beneficiary participation in design and implementation of M &amp; E systems</li> <li>▶ Solicit NGO input when developing PVO grant policies</li> <li>▶ Require evidence of growing NGO and local influence over program decision making</li> </ul>
<p><b>Strategies for enhancing NGO and sector capacities need development</b></p> <ul style="list-style-type: none"> <li>• Strengthen Programs</li> <li>• Strengthen Organization</li> <li>• Coalition Building</li> <li>• Joint Learning</li> <li>• Advocacy</li> </ul>	<ul style="list-style-type: none"> <li>▶ Create fora for joint learning by PVOs NGOs, donors and local actors about effective capacity- building initiatives</li> <li>▶ Tailor strategy combinations and sequences to local constraints</li> <li>▶ Build coalitions and alliances to expand impacts and leverage local resources</li> </ul>	<ul style="list-style-type: none"> <li>▶ Encourage joint learning by PVOs, NGOs and donors about critical issues and strategies</li> <li>▶ Support PVO efforts to build partnerships to test and develop fundamental new strategies</li> <li>▶ Educate PVOs and NGOs about the constraints on donors while learning about local capacity impacts</li> </ul>

### **E Summary**

These suggestions are neither fully developed nor exhaustive. Our intent is to stimulate discussion of points that might foster more effective cooperation in the future. It seems clear that PVO respondents to this survey believe that cooperation between PVOs and NGOs will be a large and growing part of their future development work. We believe that attention to some of these issues and strategies can increase the effectiveness of these initiatives. Table 6 summarizes the themes discussed and some of their implications for PVOs and donors.

### **FINAL COMMENTS**

In the rapidly changing context of international development, PVOs, NGOs, and donors are facing unprecedented challenges. PVOs in particular must continually find new ways to add value to the development process—especially as NGOs become increasingly independent financially and organizationally and as they establish more alternative revenue sources, including direct relationships with donors. This may require challenging some deeply held values and commitments about the nature of the PVO's work, redesigning organizational systems and structures, and reshaping people's own roles and competencies. But PVOs are also potentially pivotal players in mobilizing and supporting the emergence of NGOs and other civil society organizations as catalysts for economic growth, political democratization, and societal transformation.

This study suggests that at least in the eyes of PVOs there are several different sets of goals that might be attained by cooperation with NGOs. While many or even most PVOs are interested in promoting several of these sets of goals, the study suggests that different goals may require different sets of strategies and pose different kinds of issues. They may also imply quite different kinds of results by which to measure success. Increasing efficiency goals, for example, may measure success in terms of costs of services delivered or speed of program delivery—results measured in terms of services delivered and resources consumed. Increasing impact, on the other hand, may be measured in terms of widening services and improving quality, even if the expansion requires more resources or the mobilization of other actors such as the government. Leveraging local resources, in further contrast, may be measured in terms of local action and capacities developed, such as evidence of independent local action and self-help. These activities might be quite separate from efficient use of resources or the widening of program impacts. Although the study offers only minimal evidence about strategies and issues associated with building sustainable systems, there is reason to believe that these results will be different from either increasing

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efficiency with its use of contracts, or increasing impact, with its use of advocacy. In short, there may well be sufficient tradeoffs among the strategies needed to achieve these goals so that PVOs cannot wisely adopt them all—but will have to carefully construct approaches that skirt the pitfalls of trying to do too much.

Donors may need to spend more time listening to what PVOs and NGOs have to say about the impact of donor expectations and requirements on their work and then work with them to transform the systems, processes and priorities to guide donor assistance. In our view, USAID/PVC occupies a potentially very important role in the evolution of PVOs, NGOs, and the role of civil societies North and South, in social change and development. We think PVC can play at least four related roles in catalyzing this shift:

- 1 *Continue to foster PVO cooperation with NGOs* PVC is already strongly encouraging sometimes reluctant PVOs to develop cooperative relations with NGOs. Continuing to craft policies that encourage and enable PVOs to make the shift to new relationships with Southern partners is critical to an orderly transition that many foresee.
- 2 *Promote the rebalancing of PVO-NGO influence relations* PVOs are often understandably concerned about sharing too much influence too soon with their NGO partners. When NGOs are not equipped by leadership, organization, and experience to carry out the complex activities of development projects, it is unfair and unwise to expect too much too soon. On the other hand, in the long term expanding impacts and building local capacity requires more responsibility and influence from NGOs, and encouraging PVOs to move toward empowering NGOs can be a critical contribution of PVC.
- 3 *Support learning processes for NGOs, PVOs, and USAID* These data suggest that there is a wide range of experimentation with strategies and issues in North-South cooperation in the field. It is difficult for PVOs or NGOs to gain access to each others' experience without interventions by independent actors to promote organizational and sectoral reflection, analysis, and learning. PVC is uniquely positioned to catalyze assessment of innovations, dialogue about outcomes, and support for promising alternatives in the future. It can act as a catalyst for organizational and social learning by using its position to extend USAID's role as contributor to development knowledge, and realize the potentials for innovation inherent in PVO and NGO cooperation efforts.
- 4 *Demonstrate how donors can enable rather than 'do' development* PVC is part of a 'chain' of development actors that links rich and powerful actors

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in the North with poor and disenfranchised populations in the South. The patterns of interaction—cooperation or conflict, empowerment or dependence, support or antagonism—at early links in the chain can create constraints and expectations for subsequent links. The relations between USAID and the PVOs it supports create contexts and precedents for the relations between PVOs and NGOs. PVC has opportunities to develop and model programs that enable PVOs to create more effective modes of cooperation with NGOs—to show what enabling interventions can be as well as to encourage their use.

Improving North-South cooperation has not and will not be easy for PVOs, NGOs, donors, or grassroots groups, but such cooperation seems to be increasingly common and increasingly important to the development enterprise around the world. This study focuses on PVO perceptions of the goals, strategies, and issues involved in PVO-NGO cooperation. Obviously, action to improve that cooperation will also depend on NGO perceptions of goals, strategies, and issues of cooperation as well. Studies are now underway to identify some of these perspectives. We expect that these studies will provide bases on which action to improve future NGO-PVO cooperation can be grounded.

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President of IDR and Chairman of the Organizational Behavior Department at  
the Boston University School of Management.*

APPENDIX A QUESTIONNAIRE

**PVO COOPERATION WITH LOCAL ORGANIZATIONS**

Survey Conducted for the USPVO Community

Institute for Development Research  
July 1997

Supported by USAID  
Bureau for Humanitarian Response / Office of Private and Voluntary Cooperation

**RESPONDENT PLEASE COMPLETE FOLLOWING INFORMATION  
AND RETURN WITH SURVEY THANK YOU**

Name of Organization \_\_\_\_\_

Name of Person Completing Survey \_\_\_\_\_

Contact Information

Telephone \_\_\_\_\_

Fax \_\_\_\_\_

E-mail \_\_\_\_\_

***Please fax or mail survey by July 25, 1997 to***

Archana Kalegaonkar  
Institute for Development Research  
44 Farnsworth Street  
Boston, MA 02110

Fax 817-482-0817  
Ph 817-422-0422

**STATEMENT OF CONFIDENTIALITY**

To protect the confidentiality of your organization's information, this survey instrument will be seen only by IDR research staff. Results will be presented in aggregate and anonymous form only. Please direct questions about the conduct or use of this survey to Mark Leach at IDR.

# PVO-NGO Cooperation

**PART A.** This Part asks basic information about your organization and about the kinds of local organizations with which your organization cooperates. Please complete Part A whether or not your organization works with non-governmental organizations. Please check the appropriate box or fill in the information requested for each question.

**Note:** In this survey PVO' refers to a US or other international Private Voluntary Organization from the North. 'NGO' refers to a local or national Non-Governmental Organization in the South.

- A1 How long has your PVO been in existence? \_\_\_\_\_ years
- A2 In which area (s) is your PVO active? (check all that apply)
- |   |   |
|---|---|
| a <input type="checkbox"/> Agriculture / Food Security        | h <input type="checkbox"/> Micro-enterprise / Credit / Livelihood |
| b <input type="checkbox"/> Disaster Relief / Refugee Services | i <input type="checkbox"/> Advocacy / Human Rights                |
| c <input type="checkbox"/> HIV/AIDS                           | j <input type="checkbox"/> Democracy / Civic Education            |
| d <input type="checkbox"/> Other Health / Nutrition           | k <input type="checkbox"/> Water and Sanitation                   |
| e <input type="checkbox"/> Education / Literacy               | l <input type="checkbox"/> Family Planning/Population             |
| f <input type="checkbox"/> Environment & Natural Resources    | m <input type="checkbox"/> Cooperatives Development               |
| g <input type="checkbox"/> Research                           | n <input type="checkbox"/> Other _____                            |
- A3 In which geographic regions does your PVO work? (check all that apply)
- |                                     |   |  |
|-------------------------------------|---|--|
| a <input type="checkbox"/> Asia     | d <input type="checkbox"/> Latin America / Caribbean  | g <input type="checkbox"/> North America |
| b <input type="checkbox"/> Africa   | e <input type="checkbox"/> Newly Independent States   | h <input type="checkbox"/> Other _____   |
| c <input type="checkbox"/> Mid east | f <input type="checkbox"/> Central and Eastern Europe |  |
- A4 Approximately what proportion of your PVO's programs are conducted overseas? \_\_\_\_\_ %
- A5 Has your PVO ever received funds from USAID? 1  No 2  Yes
- A6 Does your PVO currently receive funds from USAID? 1  No 2  Yes
- A7 Does your PVO currently receive funds from the Office of PVC? 1  No 2  Yes
- A8 What are your PVO's total annual revenues (including in kind)? US\$ \_\_\_\_\_
- A9 Please estimate the proportion of your resources from the following sources
- |   |         |
|---|---------|
| a Private Contributions (Individuals and Corporations)            | _____ % |
| b Foundation Grants   | _____ % |
| c US Government (Grants/Contracts/Cooperative Agreements/In Kind) | _____ % |
| d Other _____   | _____ % |
- A10 Approximately how many staff are employed by your PVO in US offices? \_\_\_\_\_
- A11 Approximately how many staff are employed by your PVO in the field? \_\_\_\_\_
- A12 Approximately what proportion of field based staff are from the country in which they are working? \_\_\_\_\_ %

# PVO-NGO Cooperation

## Questions re. Organizations With Which Your PVO Cooperates

**Note.** Cooperation is defined here as combining the resources\* of a PVO and a local organization to deliver services or implement programs\*\*

\* Resources\* can be human financial organizational etc

\*\* Programs\* can include on the-ground relief and development education network and coalition building research and joint learning etc

**A13 & A14** Please answer questions A13 and A14 in the boxes below

	A13 Does your PVO cooperate with this type of organization?		A14 If "Yes" to Q A13 How much of your PVO's total program activities involve cooperation with this type of organization?			
	No	Yes	Very Little	Less Than 1/4	More Than 1/4	Most
a International PVOs [Northern relief or development organizations working in the South]	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b Indigenous Southern NGO [Local or national NGOs not initiated or created by your PVO]	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c Affiliated Southern NGO [Local or national NGO initiated or created by your PVO]	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d Community Based Organization [Local mutual benefit org's controlled by members and not dependent on outside support]	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e Local Government [City state or provincial Southern government]	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f National Government [Ministries & Departments in Southern national gov't.]	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g Businesses and Corporations [Local National or multi-national companies]	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
h Other _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
i Other _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**A15** What proportion of your PVO's total program activities does your PVO implement alone (i.e. not in cooperation)? \_\_\_\_\_ %

**A16** If your organization does not currently work with NGOs what are the main reasons? (Check all that apply)

- a  Doesn't fit with PVO strategy or goals
- b  Cannot find appropriate NGO with which to cooperate
- c  Planning to within next year
- d  Tried cooperation and it did not work
- e  Other \_\_\_\_\_

**END OF PART A.** For organizations working with NGOs please go to Part B. Otherwise please stop here. Please return completed survey to address shown on cover. Thank you for your time and consideration

## PVO-NGO Cooperation

**PART B** Please complete this part only if your PVO cooperates with NGOs. Part B asks about the nature and extent of your PVO's cooperation with NGOs and about what you have learned or found most effective in these relationships.

**Reminder:** Cooperation is defined here as combining the resources of a PVO and a local organization to deliver services or implement programs.

### Questions re. Amount and Forms of Cooperation with NGOs

- B1** For approximately how many years has your PVO cooperated with NGOs? \_\_\_\_\_
- B2** Please estimate the number of NGOs with which your PVO cooperates \_\_\_\_\_
- B3** How confident are you of your estimate in B2?  
 1  Not at all confident      2  Somewhat confident      3  Very Confident
- B4** Does your organization have a formal policy(ies) regarding cooperation with NGOs? (e.g. Board resolutions, statements in strategic plans, etc.)  
 1  No      2  Yes  
 If "Yes" please summarize key elements here \_\_\_\_\_

**B5 & B6** Please answer Questions B5 and B6 in the boxes below.

	<b>B5</b> Does your PVO cooperate with this type of NGO?		<b>B6</b> How will your PVO's work with each type of organization change over next five years?				
	No	Yes	Increase a little	Increase a lot	Decrease a little	Decrease a lot	Stay the Same
a Grass Roots Service & Support NGOs (Provide services, organize communities, or link PVOs, donors or gov't. to help poor communities)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b Sector Support NGOs (Strengthen other NGOs & CBOs through training, information, research, consulting, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c Women's NGOs (Assist women and/or strengthen women's role in development)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d Advocacy NGOs (Influence policy formulation and implementation)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e Other _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f Other _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

# PVO-NGO Cooperation

**B7 & B8** Please answer question B7 and then question B8 in the boxes below

	<b>B7</b> Does your PVO cooperate with NGOs in the following ways?		<b>B8</b> If yes in B3 How much of our PVO's total program activities use each form of cooperation?			
	No	Yes	Little	Less Than 1/4	More than 1/2	Most
<b>Funding relationships</b>						
a Contracting with an NGO to implement the PVO's program	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b Funding specific projects conceived, designed and implemented by the NGO	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c Funding the ongoing program of an NGO (not limited to specific projects)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d Funding projects jointly conceived, designed and implemented by PVO and NGO	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Capacity Building</b>						
e Strengthening the NGO's Program (Project planning, design, evaluation, field skills, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f Strengthening the NGO as an Organization (Management skills, systems, structures, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g Learning and research for mutual gain	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
h Advocacy to influence policy makers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
i Network & coalition building to strengthen PVOs and/or NGOs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
k Other (Please Specify)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**B9 & B10** The table below lists some key areas of decision making in PVO-NGO cooperation. Please indicate the relative amounts of PVO and NGO influence over decision making in each area by checking the appropriate box.

	<b>B9</b> What is the dominant pattern of decision-making in your PVO now?				<b>B10</b> What do you predict will be the dominant pattern in 5 years?			
	Mostly PVO Little NGO	More PVO Some NGO	Some PVO More NGO	Little PVO Mostly NGO	Mostly PVO Little NGO	More PVO Some NGO	Some PVO More NGO	Little PVO Mostly NGO
a Setting overall <u>budget</u> for project or program	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b Setting overall <u>agenda</u> for project or program	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c Detailed design & planning of project or program	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d Implementation / Operational management	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e Systems / standards for monitoring & evaluation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**B11** What is the typical duration of your PVO's cooperation with any one NGO? (Check all that apply)

- Life of a single Project
  Life of the NGO  
 Life of multiple consecutive projects
  Other \_\_\_\_\_

# PVO-NGO Cooperation

**B12** Please rate below the current importance to your PVO of the following possible reasons to cooperate with NGOs

	High	Med	Low	N/A		High	Med	Low	N/A
a Host country requirements	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	h Increase legitimacy with key stakeholders	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b Donor requirements	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	i Increase local control over development	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c Reduced Costs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	j Building local NGO s capacity	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d Faster Program Start Up	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	k Increase sustainability of services / benefits	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e Improve program quality	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	l Mutual learning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f Access to other s financial resources	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	m Increased scale or impact	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g Access to other's expertise / contacts	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	n Other (specify)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

## Questions re. Key Issues in Successful PVO-NGO Cooperation

**B13** In your experience what have been the most important issues to attend to in creating effective PVO NGO cooperation? (Please check one box for each issue )

	High	Med	Low	N/A		High	Med	Low	N/A
a Stakeholder acceptance (e g PVO Board donors staff)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	m Creating mechanisms to resolve conflicts	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b Identifying appropriate NGOs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	n Establishing trust and respect	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Reaching agreement on (items c f )					o PVO/NGO ability to work across cultural differences	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c development values	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	p Preserving NGO mission	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d causes of development problems	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Decision-making about: (items q y )				
e program strategies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	q division of labor between PVO and NGO	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f program outcomes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	r Financial and accounting systems	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g PVO ability to adapt own program	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	s monitoring and evaluation requirements	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
h PVO ability to adapt own systems	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	t. Staff salaries	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
NGO ability to (items i k.)					u Program design	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
i account for financial resources	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	v Cost Sharing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
j deliver services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	w Staffing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
k absorb funds	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	x Recognition / Credit	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
l Ease of communications	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	y Fund raising	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

## PVO-NGO Cooperation

**B14** Please describe briefly your PVOs most important or surprising learnings about cooperating with NGOs?

**B15** Please describe a particularly effective or innovative approach to NGO cooperation which your PVO has used

**END OF SURVEY**

- If you have any additional comments about PVO-NGO cooperation or this survey please attach
- Please complete survey **cover sheet** and fax or mail survey by **July 25, 1997** to address / fax shown there

**THANK YOU FOR YOUR TIME AND CONSIDERATION**

# PVO-NGO Cooperation

## APPENDIX B RESPONDENT PROFILE PVO-NGO COOPERATION STUDY, RESPONDENT PROFILE (9/15/97)

### I RESPONSE RATE

	n SENT	n RECEIVED (%)
PVC funded PVOs	64	47 (73)
Other USAID-registered PVOs	345	60 (17)
Non USAID registered PVOs	37	5 (13)
TOTAL	446	112 (25)

### II SECTORS OF ACTIVITY (AND SPECIALIZATION)

SECTOR	PVOs ACTIVE IN SECTOR n (%)	# PVOs IN 1 OR 2 SECTORS ONLY	SECTOR	PVOs ACTIVE IN SECTOR n (%)	# PVOs IN 1 OR 2 SECTORS ONLY
Health/Nutrition	65 (58%)	9	Water and Sanitation	35 (31)	0
Microent /Credit/Livelihood	56 (50)	10	Cooperatives Development	31 (28)	5
Disaster Relief and Refugees	39 (45)	2	Family Planning/Population	30 (27)	0
Education/Literacy	47 (42)	4	Democracy/Civic Education	28 (25)	2
Agriculture/Food Security	47 (42)	0	Research	26 (23)	3
Environment/ Natural Resources	45 (40)	5	Advocacy/Human Rights	22 (20)	1
HIV/AIDS	36 (32)	0	Other	3	3

### III REGIONS SERVED (AND DIVERSIFICATION)

GEOGRAPHIC REGION	ACTIVE IN REGION	# IN THIS REGION ONLY
Latin Am/Caribbean	94 (84)	6
Africa	81 (72)	3
Asia	75 (67)	3
C/E Europe & NIS	68 (61)	4
North America	58 (52)	0
Mid East	36 (32)	2

### IV SOURCE OF FUNDS

SOURCE OF FUNDS	n (%)
BHR/PVC	47 (44)
OTHER USAID (NON-PVC)	33 (30)
OTHER US GOV'T (NON-USAID)	8 (7)
NO US GOV'T FUNDS	24 (21)

### V SIZE

Total Revenue	< 1m	1m to 10m	11m-50m	>50m
Respondents n (%)	25 (25)	40 (40)	21 (21)	13 (13)

NOTE: Where responses were missing, total n will be less than 112. All percentages calculated on basis of valid cases.



## PVO-NGO Cooperation

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