ASIAN LINKAGES

NGO Collaboration In The 1990s

A Five-Country Study

This Study was funded by the Bureau for Asia and Near East and the Bureau for Food for Peace and Voluntary Assistance of the U.S. Agency for International Development (USAID).

Under Grant No. PDC-0264-A-00-5057-00

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METHODOLOGY

Bangladesh, Indonesia, Nepal, Sri Lanka, and Thailand were selected as the countries of investigation. Independent research teams in each of the countries began with a general methodological framework, and then adapted it as necessary.

In each country, several geographical locations were selected as the study sites. One of these was always the capital city, where most voluntary and official decisions of national scope are taken. The other sites were typically away from the capital.

Within these locations, agencies were generally identified as:

❑ **Voluntary Resource Organizations (VROs)** - non-governmental organizations that support or serve the national non-governmental organizations (NGOs) rather than having village-based field programs. This support takes the form of coordination, delivery of specific services, and facilitation of far-reaching program strategies;

❑ **National Non-Governmental Organizations (NGOs)** - indigenous agencies that have village-based field programs. This study looked more closely at development-oriented rather than welfare-oriented agencies.

❑ **International Private Voluntary Organizations (IPVOs)** - external, non-government agencies working in the country of study. Although the samples included international agencies, the emphasis was on American PVOs.

Using this classification system, the study teams gathered information through interviews, written material, surveys, and consultative meetings. Specifically, this investigative report intends to shed light on:

a) VRO functions, strengths, and areas for improvement; who they serve, their relationships with other agencies and government, and their needs beyond funding;

b) NGO program actions and needs;

c) Current and potential roles of IPVOs. Study teams examined whether IPVOs could, should, or were in a position to take on new or expanded roles in Asia. Finally, the investigation centered on the roles of government, donors, and other international agencies.

Country Recommendations

The examinations produced a series of country-specific recommendations (located at the end of each country report) to promote development. These emerged from an analysis of programmatic and institutional gaps, verified through numerous sources. The recommendations cover actions which VROs, IPVOs, and donors should consider.

Regional Trends

Finally, the five-country investigations were reviewed as a whole, and the teams held follow-up consultations with key resource people. The result is the opening section of this report, with its overarching findings and recommendations.

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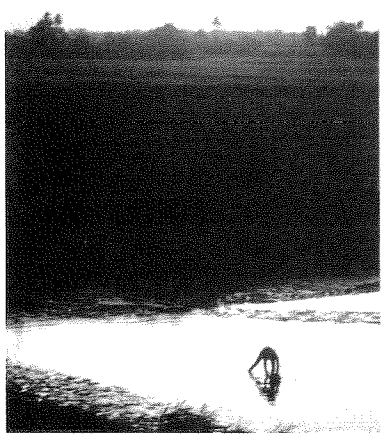
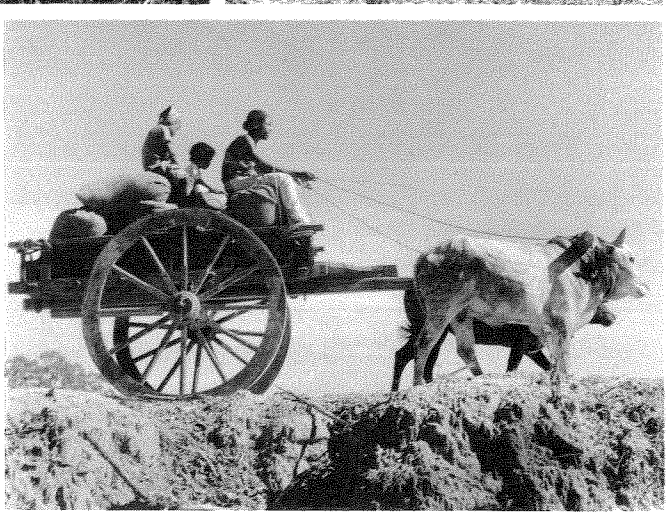
REGIONAL OVERVIEW





POTENTIALS: An Introduction

THE VIEW FROM OUTSIDE

Indigenous voluntarism has finally achieved visibility for its role in the Asian development dynamic. In fact, a debate now rages over how to safeguard its basic spirit as more national non-governmental organizations (NGOs) join the race for "professionalism," and more people choose this field as a career rather than as a vocation.

Today, there are NGOs, consortia, training agencies, and other indigenous Voluntary Resource Organizations (VROs) (see ✽ box below) helping their constituents to build stronger outreach muscle. Several donors and governments can now envision new grassroots possibilities on the horizon. And quite a few international private voluntary organizations (IPVOs) are coming to grips with what stronger national voluntarism implies for their future roles.

✽ What are Voluntary Resource Organizations (VROs) ?

In the context of this study, these are non-governmental resource organizations serving NGOs. Pure **VROs** have no village-based field operations - they function solely to serve the local voluntary community. However, some NGOs have taken on VRO-like functions while maintaining their own field programs.

VROs fall along a spectrum of functions ranging from coordinating bodies (for example consortia, networks) to service delivery (help in training, technical skills, monitoring and evaluation, information dissemination) to strategic facilitation. (See ✽ box on page 15.)

Most Asian VROs fall into the first two categories. Some serve a select membership, while others respond to expressed needs of almost any NGO. Often the VROs offer many kinds of help, but become known for, and associated with, just one of their services.

The effectiveness of VROs hinges on understanding the NGOs, gearing services to their program realities, and working for voluntary cohesion without losing the advantages of NGO decentralization. Of current concern is the lack of coordination between VROs within each country.

The VRO situation varies from country to country. For example, in Nepal there is just one VRO fulfilling a number of functions, while in Bangladesh there are more than ten major VROs at work.

A CONVERGENCE OF PURPOSE

As the new millennium draws closer, serious institutions must transcend differences, articulate common goals, and then attain a symbiosis of effort which truly empowers society's disadvantaged to change their destinies. This Asian investigation has surfaced trends and ideas which can form the fiber of just such an effort.

FINDINGS: Important Trends

DONORS

Building New Relationships and Capacities in the Voluntary Sector

Over four decades of development aid have now elapsed; and bi-lateral donors, multi-laterals, and governments alike are trying to wage an assault on poverty which will achieve longevity at the popular level. Many now deliberately factor the voluntary sector into their thinking because it has made notable progress with the poor where official schemes could not. This revelation, combined with growing NGO program capacities, has begun to dissolve stereotypes about NGOs' poor professional skills or their inability to work on an adequate scale.

All this has led to some bold moves by donors. For instance, bi-laterals are known to be wary of funding non-operational projects, and UN agencies shy away from institution-focused programs which do not directly involve the government. But in Nepal, UNDP and USAID both contribute to an initiative to expand the program competence of voluntary agencies through the Social Service National Coordination Council, the country's main Voluntary Resource Organization. In Bangladesh, USAID funds a like-minded effort, while UNICEF is for the first time working concertedly with VROs and NGOs in the area of community-based water and sanitation. The question that donors are addressing at the country level today is not whether but how to involve NGOs.

GOVERNMENTS

Closing the Trust Gap

The external aid record has raised the consciousness of many officials that ministries cannot expect sustained, widespread change without the social commitment which NGOs help galvanize. To be sure, governments have not fully embraced local private voluntarism. Through the 1980s, some of them tried to impose their own order on the voluntary network through extensive registration and fund-clearance procedures. Others, in an administrative quandary over how to deal with a plethora of independent groups, strove for more manageable versions of grass-rootsism, as with Nepal's "panchayat" or Bangladesh's "upazilla" system, which each government tried to strengthen in its own image.

For their part, NGOs were not blameless in their rigid attitudes. Many often viewed donor assistance as external, purely technical "fixes" which grossly underestimated human potential and the social requisites for lasting results. They often saw government as inefficient, uncaring, or threatened by growing voluntary effectiveness. However, as VROs and other intermediaries now help NGOs connect up while producing a slow thaw with government, committed NGOs are both re-thinking their suspicions and employing a more self-critical eye.

Turning to Intermediaries

More governments have, in fact, turned to intermediaries - donors, VROs, certain IPVOs - to broker new relations with the national voluntary sector and to create "win/win" situations. As results have accrued, most have grown more comfortable with NGO plurality, even relaxing official controls. The Government of Sri Lanka, once a proponent of a controlling NGO Secretariat, has instead installed a special unit within the Ministry of Plan Implementation to expedite resources to NGOs.

Indeed, this study finds that the secret to marshalling the often-vast voluntary sector lies not in homogenizing it, but in encouraging its diverse creativity, and in making good use of its widely-cast network. VROs and other intermediaries have shown governments that they can help in this. Besides, in all the countries studied, terrain, subcultural differences, or political uncertainties have dashed the best-conceived national plans at one time or another, adding value to NGO decentralized action.

NGOs

Building Skills and Cooperation

Of course, the NGOs working today are anything but monolithic. There are those with value systems grounded in participatory change. There are also social welfare NGOs aspiring to become more developmental in nature. Often they have taken steps toward this, but lack the foundation of ideas and tools to flourish in this area.

Then there are the contractors, which exist primarily to swap expertise for grants. Contractors certainly have a place in the national schema. But this study finds that, unlike more genuine voluntary agencies, they achieve little enduring success when given sole responsibility for projects, because they do not have true popular roots. Yet donors and governments do have trouble distinguishing between contractors and NGOs with well-defined value systems. This may be so because their often-intricate funding and reporting procedures favor contractors. In order to attract the NGOs with the highest popular credibility, donors may need to change or expand their funding criteria to place value on social process skills and other essential inputs which NGOs bring to the table. Some will need to make stringent contractual and reporting rules more elastic.

Another reason the distinction is unclear to donors may be that as NGOs mature, formulate fundable projects, and acquire management skills, they tend to resemble contractors. However, once donors and government engage NGOs from the planning stage, the differences become sharp.

VROs are pivotal to boosting NGO performance. VROs need to concentrate first and foremost on the value-based NGOs, and those social welfare NGOs wanting to move in the direction of development, rather than on the contractors. Similarly, they must help contractors link with the value-based NGOs, in order to produce results which are socially durable as well as quantitatively measurable.

Sub-national NGOs

The 1980s also witnessed the rise of sub-national NGOs, agencies working at the provincial or district level. They fall within a spectrum of formalization and institutional maturity, based on their program skills, vision, ability to articulate need, and legal status. At one end of the spectrum are the emerging or nascent sub-national NGOs. Most seem to disappear as quickly as they come into being, with a small percentage surviving to grow into more mature entities. Some of these emerging agencies start as local "people's associations." Others are the result of national staff breaking away from more established national agencies or IPVOs.

At the other end of the spectrum are the agencies that have matured. These tend to be larger and legalized, with greater visibility in the eyes of government, IPVOs, and donors. There are, of course, many sub-national NGOs that fall between these two extremes.

Sub-national NGOs, once virtually isolated from one another, have begun networking and making greater use of VRO training and support services. Hence, they are becoming a more tangible force with vital day-to-day grassroots proximity.

A Range of Missions

This and previous studies find most formal Asian NGOs falling somewhere along a continuum, based on mission (see ✻ box). This spectrum begins with the familiar social service delivery or basic self-help, the twin roots of voluntarism, and evolves into development promotion, and culminates with sustainable and geographically (and/or demographically) expandable development promotion.

It is noteworthy that over the last decade, more and more NGOs in the five countries of investigation have turned their sights away from social service delivery and toward development promotion.

✻ NGO MISSIONS

5. **Sustainable and expandable development**
4. **Sustainable local development**
3. **Local development only**
2. **Mixed service delivery and development**
1. **Social service delivery or basic self-help**

Today, some are already striving for better sustained, expandable models for local action. This is why more visionary approaches to training and to local development communications now attract such NGO interest. Yet, sustainable, expandable development is still an ideal to most voluntary agencies, since it implies a trend toward replication which few have been able to achieve on their own.

NGO Needs

But to pursue that ideal, NGOs - often with VRO help - have identified needs beyond financial resources. Many now are attempting to:

- **Re-conceive social promotion practice,** and create new methods and materials for helping people organize themselves, make decisions, plan, execute, monitor, and gain access to resources;
- **Strengthen institutional skills,** for instance in overall program design, staff management, resource control, and formative and terminal evaluation;
- **Learn sound "relational skills,"** in order to collaborate with one another and match talents, relate better with local and national government, and apply to and respond to donors;
- **Draw upon relevant sectoral and technical expertise and vital information** on a timely basis from national and international (e.g. IPVO) sources within the country and region;
- **Build new far-reaching strategies** for sustaining and extending exemplary programs, for example by mobilizing local political and social infrastructures, developing more community resource people, teaming with other agencies, and building replication into planning early on;
- **Contribute to official grassroots policy and programming,** and assist in vital national strategies (e.g. for women's economic advancement, child survival).

VROs

A Growing Phenomenon

As national "helping bodies" for operational NGOs, Voluntary Resource Organizations (VROs) generally fall within a spectrum of coordinating to supporting functions (see ✽ box). The five-country investigations reveal that most VROs are either coordinating bodies or service deliverers, with only a scant few on the verge of helping NGO constituents hone in on long-range program strategy.

✽ VRO FUNCTIONS

1. **Secretariat or apex functions: coordination, communication and control activities of NGOs (including grant channeling in some cases)**
   ↓
2. **Delivery of development services: training, technical assistance, institution-building, advice, information exchange**
   ↓
3. **Strategy support and facilitation: networking, organizing, learning assistance, institution-building, advice, information exchange**

At the spectrum's coordinating end, active membership or umbrella bodies may help member agencies achieve unity on issues and lobby government, acquire vital information, share insights, forge project alliances, and relate to others outside the voluntary sector.

Such membership bodies and consortia may help members acquire funding (as in Indonesia); yet few take on the controversial job of actually collecting and disbursing funds. All the research warns that dealing in funds overshadows all other functions and distorts member expectations. It also conflicts with VRO technical services, since recipient institutions are much less likely to reveal weaknesses when the VRO is also a funding body. Moreover, the VRO may be viewed as more of a donor or government conduit than as an NGO resource.

VROs delivering services span many functions: training, development communications assistance, information clearing, monitoring and evaluation, specific technical advice, and more. Though most of these are non-membership VROs offering multiple services to their client NGOs, they usually include training as part of their repertoire.

The very few VROs offering strategic support and facilitation go beyond service delivery to help clients with visionary planning, form networks among agencies to advance a development cause, organize joint learning and co-programming, and build bridges with non-voluntary resource bodies. Their mission, in addition to providing or channeling services to their clients, is to help voluntary agencies construct and manage strong far-reaching program strategies, and to do so with greater on-the-ground cohesion among them.

The Need for Service VROs

All five investigations urge more VRO help at the strategic support or service end of the gamut, in order to meet the crucial NGO needs listed earlier.

NGOs across countries do cite shortcomings in many current VRO services. For example, they make a resounding call for more effective, less "wall-bound" training, with consistent follow-up and field consultancy. Yet despite such criticism, NGOs still place a higher value on VROs offering services in problem-solving, program innovation, and strategic skills than on agencies with membership functions only.

This study did find that national advocacy, help with official regulations, and certain kinds of information-clearing or resource-brokering are best handled by central membership-type sources. The Colombo-based Sri Lankan Women's Conference, for instance, has been instrumental in liberalizing laws relating to women and development. In a country as vast as India, where most activity occurs at state level, certain national organizations must assume the major role of synthesizing new technical information on agriculture, small technology, and health, while maintaining a life line to Central Government and donors.

But with this acknowledgement is a caveat: that advocacy is also vital at the subnational level, that information and expertise can be tapped outside the capital, and that financial resources are often not the NGOs' main need.

Broader Potentials

VROs of all kinds are a tremendous resource for tying in large numbers of NGOs with government and external agencies, for boosting inter-NGO coordination, and for building NGO aptitudes for higher-impact, sustainable, and replicable development. Yet in most countries, VROs also struggle with issues of competition and lack of coordination. This is partially because, like NGOs, they are put in the position of having to win contracts. This blurs their otherwise complementary strengths and, when combined with rising demands from NGOs, slashes VROs' own staff development time. NGO capacity-building endeavors in Nepal and Bangladesh, supported by USAID and UNDP and assisted by several IPVOs, mitigate against this by forming clusters of voluntary agencies and VROs to train and guide projects jointly, often well away from the capital.

In Bangladesh, UNICEF and the NGO Water Decade Forum have tapped a network of sub-national NGOs to advance community water supply and sanitation. The results supercede those of external "go-it-alone" tubewell programs of the 1970s and early 1980s which, evaluations revealed, produced few lasting benefits for the poor at enormous cost. The Centre for Development Services in Bangladesh devotes itself almost entirely to delivering training and project assistance outside Dhaka. The Village Education Resource Centre (VERC) has for years introduced participatory methodologies to NGOs, less formal "people's associations," and special government units (such as for women). And the membership body ADAB promotes a network of smaller agencies in districts throughout the country.

Such examples suggest a strong VRO potential for completing the circuit of NGOs, government, and external agencies, and for building inter-NGO programming and skills. It is important, though, to remember that the VRO situation does vary by country. For instance, in Nepal there is one major VRO, the quasi-governmental Social Service National Coordinating Council, fulfilling most functions. In Bangladesh and Thailand, however, there are more than ten major VROs fulfilling different and overlapping functions. In contrast, in Indonesia some NGOs play VRO roles. These variations, no doubt, imply differences in the character of any one country's VRO strategy.

VRO Needs

VROs in all countries are grappling with how to best serve the NGO community. In principle, their current programs exist as a response to NGO needs. However, VROs affirm that they must refine their craft to make services fully responsive and even clairvoyant. Both VROs and client NGOs have said that VROs should:

- make training more field-intensive and innovative;
- help NGOs develop and extend local human resources;
- introduce more creative development communications methods and materials;
- facilitate inter-NGO coordination, networking, and co-programming;
- bolster NGO relational skills with government and others, such as IPVOS;
- assist NGOs with better-structured, longer-range program strategies;
- develop stronger national and provincial information systems which cut a path to timely sectoral knowledge, relevant expertise, better data analysis (e.g. on marketing) and use;
- forge stronger coordination among VROs themselves.

INTERNATIONAL PVOs

Strengths

Operational IPVOs have, until recently, framed their major contribution to the Third World in terms of field programs. However, this study reveals that they have other, largely untapped strengths which may help the development process more. These, for the most part, coincide with skills that VROs and NGOs must nurture.

IPVOs' strengths of use to indigenous agencies may include:

- ❑ developing sound management and administration;
- ❑ employing advocacy and development education techniques;
- ❑ maintaining relationships with government and donors;
- ❑ shaping and managing self-financing plans;
- ❑ improving planning, monitoring, and evaluation methods;
- ❑ setting up national and sub-national information systems;
- ❑ gaining access to resource people, tools, strategies from within the international network, and drawing on these to create regional or national technical resource pools;
- ❑ building greater sectoral and technical knowledge;
- ❑ using IPVO field and other program sites as training grounds;
- ❑ conducting market and other studies, such as to help with the mechanics of credit systems, and to improve the prospects for other local endeavors requiring a wider technical purview.

Similarly, many NGOs and VROs have strengths from which IPVOs could benefit. These include:

- ❑ good rapport and familiarity with a broader cross-section of the the local development community;
- ❑ in-depth experience in the national context and with sub-cultural nuances;
- ❑ intimacy with village dynamics and structures, and success in incorporating these into social preparations and interventions;
- ❑ willingness to be flexible in approach and to work with IPVOs.

Partnerships between IPVOs and VROs/NGOs can benefit the parties together and separately. VROs and NGOs would gain credibility in the eyes of government and donors. IPVOs would enhance their stature with donors, since their help to VROs and NGOs will produce a multiplier effect which far outstrips operationality in a handful of communities.

Redefined Emphasis

Beyond their own funding problems, IPVOs are witnessing a major role change in Asia, for which some are far more prepared than others. This and other studies of recent years verify growing disaffection with most IPVO operationality among governments, donors, and NGOs. In the short term, some IPVOs may keep raising public and donor funds to underwrite their own community programs. But those with a longer view are, to the extent possible, recasting their role as "institutional catalyst" (see ✱ box next page) instead of community motivator. They have begun to help NGOs with expansion strategies, to organize timely market or credit information, to advance VRO work, to broker relations with government and donors, and to otherwise build local institutions and people's associations. Examples of IPVOs taking on this role are Catholic Relief Services (CRS) and CARE in Thailand, and CARE with International Voluntary Services (IVS) in Bangladesh.

Those IPVOs adopting this posture have found capable, willing partners in both values-based NGOs and VROs. However, others that have merely attached themselves to an NGO, or suddenly recast themselves as technical assistance contractors mainly for funding appeal, have already run into difficulties - and will continue to do so - as VROs and more committed IPVOs produce results on a steadily ascending scale.

Unfortunately, study evidence suggests that few agencies are as yet making the transition to true North-South partnership. It is difficult to gauge just how many staff members in their country offices are willing and able to build such partnerships without more progressive home-office policies, fund allocations and management support.

To be sure, some IPVOs find working with certain national agencies difficult. Discord may erupt among central offices or field staff, and resolving that discord often requires extra dedication. But for the IPVOs that resist any change, and continue to doggedly lobby donors to help maintain their solo operationality, the strong indication is that the need to prove relevance in Asia will grow more acute as the 1990s pass. It is likely then that such agencies will either be seen as obsolete or as 'supply' organizations, ones that supply expertise and material to handfuls of communities, but leave no lasting imprint.

INSTITUTIONAL CATALYST

This is a role assumed by VROs and select IPVOs. Specifically, it means facilitating the growth of an agency in terms of :

- **Program effectiveness, outreach, and ability to foster sustainable change;**
- **Internal workings and structure - resource development, human and other wise; management systems; planning, monitoring, and evaluation systems; agency goals and visions; proposal-writing; strategy design; public relations approaches, and more.**
- **Contact and/or collaboration with other major forces such as government, NGOs, VROs, IPVOs, and the private sector, either one-on-one or in group endeavors.**

Being a catalyst means facilitating, mobilizing, and proposing change rather than assuming the dominant role. The successful institutional catalyst not only has good relationships with its partner institution, but with others that if properly approached might further the partner's mission.

A growing number of IPVOs are attempting to adopt catalytic roles, especially in terms of management services, relations with government, and expansion strategies.

OVERALL CONCLUSIONS:
Future Perspectives

WHAT NATIONAL NGOs CAN DO TO ADVANCE NATIONAL AND GRASSROOTS DEVELOPMENT

❑ **Commit to** (a) **building on strengths,** such as their ability to reach the poor, optimize local resources, arrive at creative solutions with people; and b) **correcting weaknesses,** for example in overall program planning; technical and managerial skills; finance control; ongoing monitoring and evaluation; sustainability of some community-based programs; and replication of exemplary efforts.

❑ **Find opportunities, however limited, for improving effectiveness of government,** for instance by helping to raise consciousness among and transfer social skills to extensionists, or promoting constructive dialogue with receptive ministry officials.

❑ **Concentrate on increasing program outreach** rather than on increasing funds or staff alone. For example, some NGOs are helping communities and people's associations to assume "institutional" responsibilities. They are also helping them identify and compensate multivillage animators and technical people, instead of drastically increasing institutional staff and running the risk of "bureaucratization." Achieving this often requires guidance from VROs and other resource groups.

❑ **Develop better relational skills,** in order to collaborate with one another and match talents, deal more effectively with local and national governments, apply and respond to donors, and work with IPVOs. Like other groups, NGOs that have found points of convergence - "win-win" agreements - with government or external agencies have discovered new ways to augment resources, accelerate progress, and widen impact, while protecting local prerogatives.

WHAT VROs CAN DO TO ADVANCE NATIONAL AND GRASSROOTS DEVELOPMENT

❑ **Support NGOs based on assessments of their skills, potential capacities, and presence of a clear development philosophy and values,** i.e. discern between such agencies, and those that exist primarily as contractors that perform functions or espouse positions because of market forces. Contractors have their place, but it is generally not in the "program lead." VROs should also assess institutional "maturity," since the demands (and promise) of working with young versus mature agencies can differ greatly.

❑ **Protect pluralism but encourage sharing among voluntary agencies,** rather than act as arbiters of ideology among them. When combined with VRO services, this has helped NGOs draw strength from one another's methodologies, and together even build newer, more responsive approaches.

❑ **Build networks among and strengthen sub-national NGOs away from the capital.** VROs need to bring such agencies to the forefront - as did the "NGO Water Decade Forum" in Bangladesh - and not make the common mistake of confusing smallness with lack of sophistication. In local contexts, small agencies may have more chance of sparking durable change (and at lower per capita cost) than external social and technical engineers. Also, decentralized or field-based VROs tend to know their clients better, and so offer more relevant services.

❑ **Actively broker better relations with government, donors, NGOs, IPVOs,** through appropriate consultations and program-level collaboration. By "de-isolating" NGOs, VROs make them aware of the parallel goals of others. This helps them to see that they can no more insulate communities from outside political forces than they can ignore the presence of elites in village dynamics; they must find ways to help communities recognize those forces, and to the extent feasible, harness them for local benefit. Helping community groups demand official resources available to them on paper, learn to use outside knowledge, conduct their market research, and otherwise interact more purposefully with the district environment-at-large is an unmet challenge for NGOs.

❑ **Help NGOs to gradually scale up,** by helping them create and manage strategies that:

- attract and orchestrate outside political and material resources;
- match talents to build on successes;
- work on priority themes of local and national significance (income generation, land reform, food self-sufficiency, and so on);
- strengthen people's associations to eventually assume NGO animator and technical roles;
- seek and acquire the methodological, managerial, and relational skills to generate results on a wider geographic and demographic scale.

❑ **Reduce VRO competition,** and show donors and government new efficiency through cooperation. Although to some it may seem ideal to have one resource agency playing all roles, when they attempt this, VROs often spread themselves too thin instead of delivering what they do best. Some are strong in development advocacy and in lobbying for official policy change. Others excel at training and in support services. Each VRO must be more aware of its true capacity to assist multiple client NGOs, and be willing to combine its strengths with other VROs. This will eliminate redundancies and confusion among NGOs.

❑ **Better utilize development communications resources,** to improve training (see ✻ box below) of NGO staff and people's association members, and to equip them with new creative tools for community outreach. NGOs complain that the training made available to them is often a one-shot worksop event, that is, static in concept, unimaginative, and hard to apply. VROs specializing in training and consultancy must move their programs to the field, build in action planning and consistent follow-up, and draw upon imaginative methodologies to help community members take charge. Training must be conceived of as a strategy and not as an event, so that learning and application are *an adjunct to ongoing program work* (see ✻ box below).

❑ **Eliminate operationality with communities,** or keep it to a minimum, since this affects VRO ability to respond to NGOs.

✻ Development Communication Methods and Materials

New methods and materials are needed to:

1) **Enliven training, while making it more relevant to the day-to-day demands at the community level. This can be accomplished through open-ended exercises, simulations, and approaches that let trainees shape and process their own learning experiences.**
2) **Help program managers, practitioners, and community resource people create and employ facilitation techniques, and participative materials, which community people can adopt in order to plan and run their own projects.**

✻ The "New" Training: An On-Going Process

This approach sees training as a strategy, not as a single event. As such, training becomes an on-going process which emphasizes follow-up, and reinforces learnings and field applications. It often leads to more spin-off trainings, building on newly-identified needs.

Since this new training is best conceptualized as modes of learning, it can take on a variety of formats beyond that of the familiar workshop. It may include on-the-job training, internships, sharing sessions, agency exchanges, structured field visits, and more. It may start with a workshop, and incorporate any of these formats into a post-workshop strategy.

In principle, training should have built into it an appropriate feedback or communication mechanism as a live perpetual connection between trainers and trainees. It is also most effective when it leaves trainees with tools and help to monitor progress upon return to their own programs.

WHAT INTERNATIONAL PVOs CAN DO TO ADVANCE NATIONAL AND GRASSROOTS DEVELOPMENT:

❑ **Begin playing the role of institutional catalyst** rather than community motivator, and begin strengthening the capacities of national institutions and people's associations. IPVO strengths often coincide with the self-identified needs of VROs and NGOs. This match of skills to offer and skills needed implies strong potential for successful non-operational roles.

❑ **Know which VROs and NGOs the IPVO wants to work with,** why, its relevance to the development context, how services will be extended, what institutional and programmatic changes are expected, and what groundwork will be laid for sustaining results. At the same time, external partners can assist VROs and NGOs to conceive and put into action self-financing plans.

❑ In all co-programming with national partners, **chart a clear course and schedule for IPVOs' phase-out** from the area, and an explicit agreement on the institutional capacities to be nurtured via this partnership. (See ✤ box below) IPVOs should advance NGO goals, and not just use NGOs for the opposite effect. To the extent feasible, molding joint IPVO-NGO programs around themes of urgency to the local populace, such as women's enterprise development, local food self-sufficiency, and productive ventures for youth, will help do this. In Bangladesh, an institutional capacity-building approach built around five such themes is a feature of a new USAID OPG in which IPVOs, VROs, and national and sub-national NGOs join program forces.

✤ Co-Programming

Successful co-programming sees partners shape a plan together that is based on mutual understanding and commonly-held goals. It is an attempt to match sectors, activate more community groups, and achieve an impact that is greater than the sum of the individual parts. In essence, it represents a strategic approach for accelerating and expanding voluntarism.

The greatest potential for co-programming lies in:

- **breaking new ground in priority themes, such as women's income generation;**
- **sustaining social processes, and enlisting new forms of support such as those coming from local government; and**
- **expanding the reach of programs geographically and demographically.**

❑ **Help render better relations among VROs/NGOs, government, and donors.**

❑ **Work with other IPVOs** from different donor nations to expand indigenous programs' growth.

❑ **Support development education efforts** outside the country's voluntary sector.

❑ **Build national technical resource pools;** hone information and technical assistance skills in key areas (market studies, credit systems, etc.), with a view toward helping VROs and others take over that function.

❑ **Expand the concept of management training to become comprehensive management services** (See ✻ box next page); push beyond the limits of workshop-type management training, to arrange services which help participants apply learning and solve problems on the job.

❑ **Stop viewing management as a panacea,** since by making it the main burning issue, one overlooks more complex social and political issues. It also risks making donor requirements for accountability the driving force behind institution-building.

❑ **Move beyond outdated management theory,** which reinforces hierarchy and strict rules while dampening creativity. Recall that even today's corporate management theory now embraces participative precepts, advocates building effective authority at the lowest possible organizational levels, and emphasizes shared values and creativity.

A Catholic Relief Services study cited the dangers of applying "vertical" management theory to institutions espousing "horizontal" socio-economic ends. Avoid the mistake of adopting ideas discarded by the private sector in the North; this was once done with military sector terminology (e.g. "pipelines," "target areas," "field," and "headquarters"), and unfortunately has stuck for decades.

❑ **Avoid seizing on technical assistance to NGOs to make up for IPVO funding shortfalls.** Find true partnership with VROs and groups of NGOs, and shape clear strategies. Help transform the technical assistance normally given to government, for instance by helping ministry extensionists co-train with NGO staff and create joint pilot programs. In Sri Lanka, World Education is helping the University of Columbo make its curriculum more pertinent to grassroots work. In Bangladesh, the Village Education Resource Centre (VERC) trained and offered project consultancy jointly to NGO and Women's Ministry workers, with impressive results.

Management Services

This term encompasses a variety of service modes, including on-the-job training, consultancies, workshops, and problem-solving exercises. Management training is one vital part of management services, but it is still only a part.

For example, management services are inherent in the work of PHILDDHRA, a VRO in the Philippines. One of its projects first assessed NGO management needs, and then tailored services to the individual NGOs. PHILDDHRA complemented this by arranging inter-agency services, such as joint workshops on financial management.

WHAT BI-LATERALS AND MULTI-LATERALS CAN DO TO ADVANCE NATIONAL AND GRASSROOTS DEVELOPMENT:

❑ **Help central and sectoral ministries come to see the promise within the voluntary sector;** the inherent strength in its decentralized nature; the potential in better NGO coordination and programmatic efficiency; and then points of convergence, rather than issues of contention, between government and NGOs.

❑ **Commit energies and resources to mobilizing the voluntary sector** as an explicit part of their country programming, and in co-programming with government or IPVOs.

❑ **Discriminate between true voluntary agencies and contractors,** engaging the former more in program expansion while circumscribing more modest roles for contractors. Unfortunately, too many funding criteria today unintentionally favor the contractor, usually because of auditing and reporting demands. While NGO efficiency and accountability is important, donors need to place value on social accountability as well. NGOs often perform tasks of social complexity which neither government nor commercial firms can match. Requirements weighted toward funder concerns via excessive reporting, heavy quantitative analysis and the like risk engaging the wrong agencies, or bureaucratizing the better ones, since these tasks are of little use to local people.

❑ **Commit resources to NGO coordination and capacity-building,** and for technical assistance from VROs, IPVOs, national institutes, and other sources to carry it out. Insist on innovative, field-based training with extensive follow-up, and tie institutional outputs to program results by providing resources for experimental or pilot strategies and expanded projects. Such determination will have as its by-product a more capable and cooperative VRO community. Should a donor launch NGO-strengthening within a formal program, with a credit or grant-making mechanism, the donor should have that program oversee that mechanism, leaving VROs and IPVOs free to deliver non-funding assistance to NGOs.

WHAT GOVERNMENTS CAN DO TO ADVANCE NATIONAL AND GRASSROOTS DEVELOPMENT

❑ **Create favorable policies** which ease restrictions on voluntarism, encourage national and local officials to be more communicative with NGOs, and activate NGOs in ministerial programs while assuring voluntary agency independence.

❑ **Schedule round-table consultations** with NGOs and VROs to understand each other's views and to air differences.

❑ **Give NGOs a voice** during the planning process in how projects can best serve people's needs.

❑ **Allocate or channel resources for NGO servicing and inter-NGO cooperation,** instead of for secretariats and other controlling bodies; also hasten the flow of official resources for NGO programs.

❑ **Ensure that old and new local governance structures do not try to control smaller local NGOs.** Central government should intervene with local government and with chief extension officers where necessary to reduce hostility, install an awareness of NGO potential, shape mutually acceptable agreements, and make extension services responsive to local priorities.

OVERALL RECOMMENDATIONS

SPECIFIC OPTIONS FOR VROs

1. Using contacts and other information, **construct a sound, strategic plan** for which services will be extended to which NGOs where in the country. Consider holding an inter-NGO consultation to flesh out this strategic plan. In preparation, self-assess capacity to conduct training, lend strategic support, or fulfill other vital functions; then define the optimum number of client NGOs to be assisted, preferably those with a clear development philosophy or values. Enlist help from other VROs with matching strengths, with the intent of helping NGOs merge their approaches through field cooperation.

2. **Meet, network with, and strengthen sub-national NGOs** in the districts, using larger NGOs, other VROs, and IPVOs as resources. With input from sub-national NGOs, develop an assistance plan for them which makes use of their decentralized nature and tailors institutional learning to local needs.

3. **Find key people** in government, bi-laterals, United Nations agencies, and amongst lenders such as the ADB and the World Bank, who are willing to hold purposeful consultations with NGOs. Request help in chairing the event from a committed IPVO. Structure the consultation to explore each group's goals, the possibilities for program-level collaboration, and the prospects for advantageous policy change.

4. **Help a cluster of national or sub-national NGOs design and launch a joint scaled-up program** in one specific geographic area, stressing the priority themes of locally-disadvantaged groups. Involve people's associations and, where productive, local government and external groups in such a program. Base most services in the field as opposed to in the major cities.

5. **Phase out or reduce direct community operations** in order to dedicate staff energies to NGO assistance.

6. **Work with IPVOs or other VROs to combine and streamline information services,** and aim to guarantee that they will reach NGOs in useful forms beyond ubiquitous publications. Set up a two-way information/communications system to ensure responsiveness.

7. **Help set up a national resource pool** for technical assistance to the field.

8. **Develop and test a communications strategy,** making full use of available talent and resources to: a) improve training of NGO staff and people's association members; and b) test more effective tools for community outreach. With help from IPVOs and other VROs, widen use of participative methods and materials to motivate staff and engage villagers, especially the disadvantaged and neo- or non-literate. Conceive of training as an on-going, field-intensive strategy, an interweave of participative learning, application, and review, and not as a single event.

SPECIFIC OPTIONS FOR INTERNATIONAL PVOs

1. **Set in motion a plan to cooperate with one or more willing VROs** to strengthen program capacities of national and local NGOs, and people's associations, in designated project areas. If possible, enlist other IPVOs in the effort. Base the plan on an assessment of where this IPVO-NGO partnership will work best, the development context it will address, the IPVO or VRO services required, and what the main institutional and program outputs will be. Gear the plans toward sustainable results, and help lay the groundwork for replication, for example by brokering relations with local government. Assist partner agencies with local fund-raising and self-financing strategies.

2. At the national level, **organize one or more consultations** between IPVOs, NGOs, government, and donors to explore goals, possibilities for joint action, and policy reform.

3. **Contact universities, training and research institutes,** and similar resource bodies to make their curricula and coursework more cognizant of grassroots issues, and relevant to development practice. For students and trainees intending to enter government or voluntary service, this will be valuable pre-training. For others, it will represent in-depth development education.

4. With a coalition of IPVOs and VROs, **begin building a national technical resource pool.**

5. **Develop information of timely use to NGOs,** such as market studies or credit system descriptions, with a view toward helping VROs and others gradually assume those functions and create responsive, two-way information services.

6. With one or more VROs, **develop an audio-visual and activities training package** to cover key aspects of NGO management, tailored to national conditions and voluntary sector issues.

SPECIFIC OPTIONS FOR BI-LATERALS AND MULTI-LATERALS

1. **Set up and chair round-table consultations** with representatives of VROs, national and sub-national NGOs, IPVOs, bi-laterals, government, and UN agencies, or any desirable combination thereof, to compare goals and propose joint actions. This may be done around national and/or local priority themes, such as women's income generation. Alternatively, contract with a VRO and/or IPVO to do the same, building on prior consultations and studies such as this one.

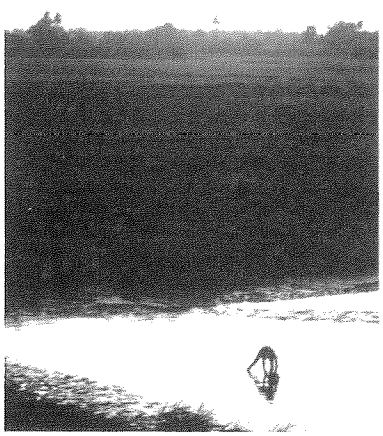
2. **Build voluntary sector input into country program planning,** especially where priorities coincide with those at the grassroots level. Use VROs or IPVOs to help synthesize information which feeds into planning.

3. **Discern between true voluntary agencies and those that are primarily contractors,** and ensure optimum participation of both. Revise funding requirements to value social outputs, qualitative change, monitoring which is useful to implementing agencies, and sustainability. Simplify reporting demands.

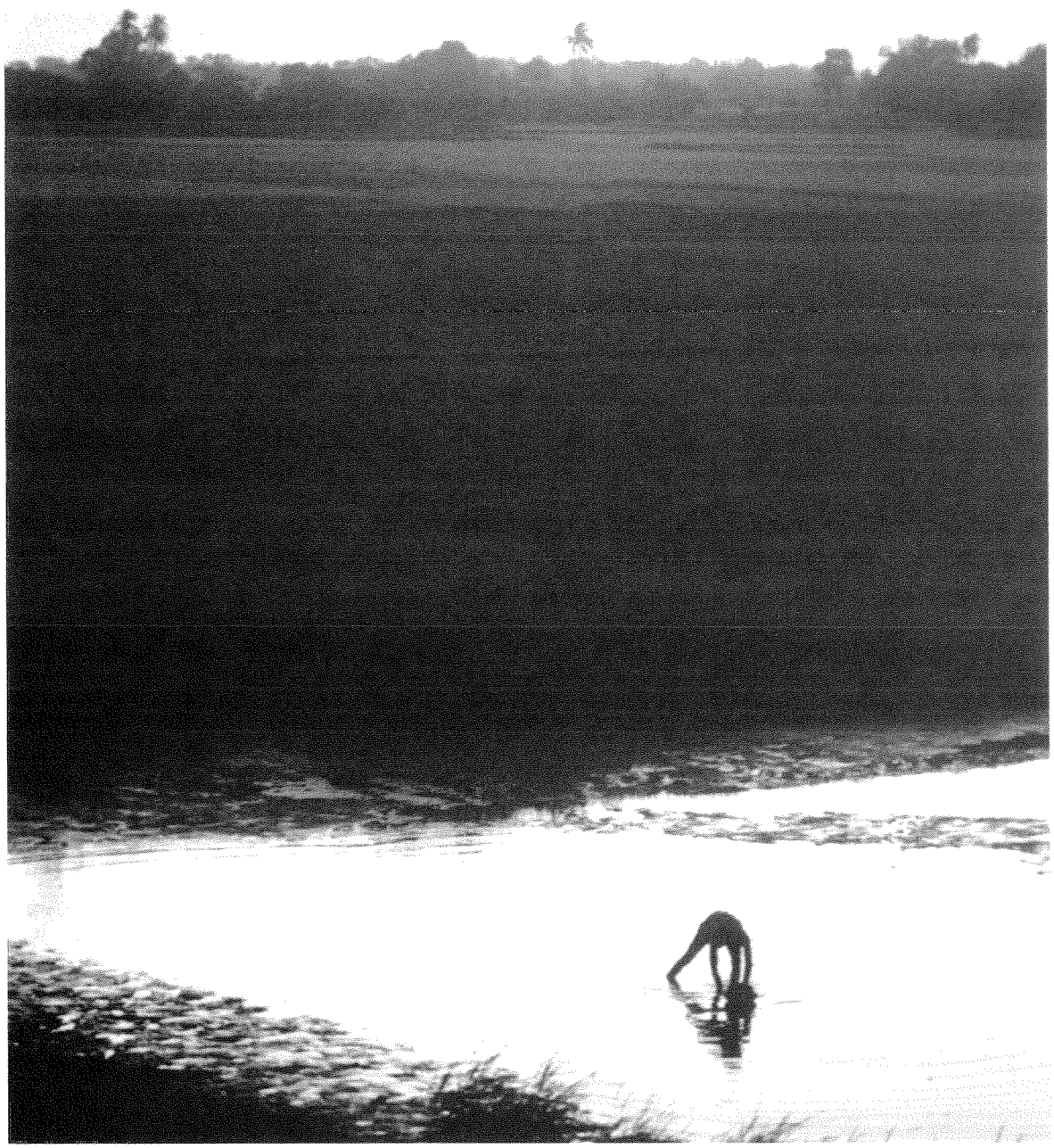
4. **Garner support for specific NGO capacity-building and programming efforts** among a coalition of like-minded bi- and/or multi-laterals; and encourage IPVOs to team up on plans to strengthen indigenous voluntary agency capacities.

5. **Underwrite an institution-building and program-strengthening initiative** for national and sub-national NGOs, possibly steered by an intermediary VRO or IPVO, or by a separate project office. Using the conclusions and recommendations stated here and in the country report as a guide, draw upon the talents of VROs, encouraging them to coordinate and to have clusters of NGOs do the same. Enlist IPVOs as resources, looking for specific talents such as a faculty for helping VROs set up information systems, connect with national and regional technical assistance, and improve methodologies for training and application.

COUNTRY REPORTS



BANGLADESH



OF SPECIAL NOTE IN BANGLADESH

Voluntary Groups

- Bangladesh has the greatest concentration of registered voluntary groups (10,000) of any country its size, although the number receiving foreign funds is much smaller (approximately 250).
- The familiar national NGOs, most of which have bases in Dhaka, receive a lion's share of international attention and funds; yet since the mid-1980s, sub-national NGOs have made their program presence felt and their political voice heard.
- NGOs urgently want to improve animator methods and interactive materials of use to all villagers, and to enroll more community resource people in the change movement.

Voluntary Resource Organizations

- Although VROs in Bangladesh span a gamut of roles, NGO demands run more toward services in training, on-site consultancy, and help with long-range strategies, than toward VRO membership functions.
- However, service VROs need to seriously boost the quality of training, the depth of its follow-up, and its tie-in to on-site program services.
- VROs of all types need to cultivate talents in helping NGOs and people's groups think strategically, and so make best use of all available resources over time.

International Private Voluntary Organizations:

- Bangladesh has hosted the highest level of external voluntary activity of any nation its size, a collective force which represents state-of-the-art thinking across sectors.
- However, today only a handful of IPVOs are committed to strengthening home-grown institutions; many perceive it as a threat to their own operations.
- Yet, the IPVOs which have ventured beyond direct community projects find themselves making a new kind of impact, one with a multiplier effect that few isolated project models achieve.

Bi-Laterals, Other Donors, UN Agencies, Other Multi-Laterals:

- Until recently, these resource bodies either shied away from the indigenous NGOs altogether, or funded only Dhaka-based NGOs and very few VROs.
- Gradually, a few donors proved to themselves that engaging national and sub-national NGOs through capable VROs and intermediaries could be highly productive, as UNICEF found in the matter of community-based water and sanitation.
- Today, these resource bodies seem awakened to the fact that stronger voluntarism can actually advance the government's multi-year plans, and that given the will, they can be pivotal in bringing once-divergent parties to the table to explore mutual interests.

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AN OVERVIEW OF THE VOLUNTARY SECTOR IN BANGLADESH

THE HISTORY OF THE VOLUNTARY SECTOR

During the colonial period of Bangladesh, charity work was common, even among the landed elite. They provided funds for building mosques and for charitable dispensaries or schools in their neighborhoods. During natural disasters, neighbors quickly brought help to victims of floods, famines, and epidemics; voluntary groups emerged spontaneously in emergency situations, and became non-functional when the situation improved.

In 1943, the government began a social welfare service by establishing four orphanages. The Directorate of Social Welfare was created in 1961. This department registers and regulates national NGOs under the Voluntary Social Welfare Agencies Ordinance of 1961. The department also provides annual grants-in-aid to many of these registered NGOs through the Bangladesh National Council of Social Welfare.

The pre-liberation East Pakistan period saw the emergence of some grassroots NGOs, especially in urban areas, mostly supporting women's handicrafts, literacy, health, or family planning. Other agencies devoted themselves to organizing the urban youth or protecting the welfare of children.

Pre-liberation also saw the rise of a few membership organizations, precursors of today's umbrella agencies and VROs. Examples of these are the All Pakistan Women's Association (APWA), East Pakistan Child Welfare Council, the Youth Welfare Council, and the East Pakistan Family Planning Association. Though the names have changed, all of these are still in operation today. Their original members were mostly high government officials, their wives, or other urban elites who, in their spare time, were interested in welfare issues. These agencies also provided a social forum for them to get together.

In post-liberation Bangladesh, there was a sudden jump in the number of NGOs, since most NGO organizers had been embroiled in the national independence struggle. Many national NGOs began as charitable relief entities, frantically trying to get welfare services to war-affected people. Yet over time, the limitations of relief and welfare approaches became apparent; thus many NGOs began exploring community development issues in areas such as agriculture, small industry, physical and institutional infrastructure, health, nutrition, and family planning.

THE CURRENT SITUATION

At present, there are more than 10,000 national non-government organizations registered with the government. Most are small; about 250 of them receive donations from foreign sources. The Voluntary Service Welfare Agencies Ordinance of 1961 demands voluntary agency registration. The Foreign Donation Regulation Ordinance of 1978 imposed restrictions on the receipt of external assistance. NGOs feel that these and more recent official acts subjected them to inordinately strong official control by the Ministries of Home, Finance, Local Government, and Social Welfare, among others.

Voluntary agencies working in Bangladesh fall into five categories. First, there are a few external agencies, which provide funds or technical assistance to both indigenous NGOs and international private voluntary organizations (IPVOs). Among these are OXFAM, CUSO, NOVIB, PACT, and IVS.* Second, there are international PVOs, which directly carry out development action in Bangladesh. These include CARE, RDRS, SCF, HEED, MCC, and others. Third, there are national action (or operational) NGOs, which organize rural development activities in different parts of Bangladesh. BRAC, GK, Nijera Kori, Caritas, and the like belong to this category. Fourth, there is a large number of local or sub-national NGOs, which operate in limited geographic areas. Finally, there are the indigenous Voluntary Resource Organizations (VROs), which provide membership, training, and other support services to NGOs, such as ADAB, VHSS, MIDAS, VERC, and CDS. Some NGOs (BRAC, GK, Proshika) also provide support services to other NGOs while maintaining their own field programs, thereby assuming some VRO functions.

VRO AND NGO TRENDS

Perhaps the best way to understand what is currently going on within Bangladesh's national voluntary sector is to examine the major trends among the VROs and NGOs. These are presented in the following pages.

NGO Trends

Mushrooming: NGOs seem to be proliferating, and the number of those receiving foreign funding is also growing. Some attribute the growth to a better official climate than in the early 1980s, and to greater availability of donor funding. But others point to factors such as increasing popular demand for NGO services, a demonstration

*See glossary at the end of this country report for explanation of acronyms.

effect, and also growing unemployment (NGOs provide employment as well as open local job opportunities to their staff).

Declining Voluntarism/Increasing Professionalism: Following nearly two decades of aid from the greatest concentration of external and national organizations in any nation this size, VRO personnel observe a decline in spontaneous voluntarism and motivation to serve others selflessly. This seems supplanted by an increase in those who join the ranks as salaried staff and make careers of development work. There is a positive side to this trend, as the staff strives for professionalism and the organization functions more efficiently. But as elsewhere, something important may have been sacrificed in the bargain.

Bureaucratization: As some NGOs have grown and become more professional, they have also evolved their own rules, regulations, and procedures, many of which seem bureaucratic. However, this is not widespread, as most NGOs are too new and too small to have fallen into this pattern.

Cooperation/Coordination with the Government: NGOs seem to see more value today in obtaining government recognition for their actions, and also government support and cooperation. A growing number of them now attempt to link their participants to government services and facilities in health care, sanitation, forestry, and agricultural extension. The more enterprising NGOs are able to maintain their relations with government authorities at both headquarters and local levels by themselves, but smaller ones turn to VROs to do this for them.

Participation in Policy Dialogues: NGOs are being asked by the government to partake in discussions on burning issues such as rural unemployment, mass literacy, and preventive health care. This may be because of greater NGO visibility, international recognition, donor presence and, last but not least, their proven success in many fields. NGOs participate in such policy dialogues directly or through VROs.

Coordination/Cooperation Among NGOs: NGOs large and small are boosting efforts to share experiences and information, as well as to work together on programs. It is difficult to say whether this is the result of VRO influences and encouragement in this direction, or whether it is an independent trend. No matter what the cause, NGOs have been coming together in networks as well as in conventional events such as workshops and meetings. Today versus the early 1980s, there seems a stronger feeling of belonging within the NGO community; even in the sub-national sphere, more people are coming to know of each other and their programs. Organizations visit each other and enter into arrangements of formality. The inter-organization resource-building group consisting of BRAC, Proshika, FIVDB, and RDRS is a good example. Slowly, with VRO help, this phenomenon is occurring among sub-national agencies, a most promising trend given the lopsided prominence of Dhaka-based agencies.

Rivalry/Competition: The opposite trend is also alive, and well-fueled in part by shortfalls in funds and a desire for recognition and publicity. In some cases, organizations work in very close geographical proximity, and even compete for project participants. This competition makes them unwilling to share information or resources.

Integrated/Community Development Programs: Many NGOs favor an integrated approach blending elements of education, health, income generation, and so on. Even those with a sectoral focus such as health say that they need to combine this with nutrition and sanitation, for example. This trend is partly based on past experiences which have proven integration is advantageous because, among other things, it taps the breadth of local aspirations.

Credit: Recent years have seen a surge in NGOs wishing to extend credit to village participants through target group savings schemes or via revolving funds. This burgeoning interest may reflect the success of certain income-generation efforts through credit schemes, as well as the huge amount of publicity gathered by the Grameen Bank. And while credit is not easy to administer, NGOs have several successful models to adapt such as those of Swarnivar, BRAC, and the Grameen Bank.

Replication and Imitation: Having successful models for replication is a big voluntary achievement. Yet some VROs feel that small sub-national NGOs tend to mechanically and uncritically copy the models put together by larger organizations. For example, the BRAC model of group formation, functional education, saving, credit schemes, and income generation is widely followed without much of an understanding of the underlying philosophy. Nor has there been any attempt to experiment or adapt the method to often-different circumstances.

Training and Technical Assistance: These are services on which successful adaptations often depend. When combined with increasing professionalism and greater horizontal ties among NGOs, voluntary agencies' desire to adapt promising methodologies naturally increases their felt need for training and project-site support. Often, however, training alone is seen as a panacea. More and more staff are sent to different courses in the hope that this will automatically improve the functioning of the organization. However, there is usually no provision for the support of post-training application, providing refresher courses, on the job consultancies, or for the trainee to share his/her knowledge with other staff of the NGO.

Self-Reliance of NGOs: NGOs are widely trying to live up to the spirit of a 1984 government ordinance obliging them to raise part of their own funds. However, at present, they have not been able to generate the levels of funding, nor avail themselves of the technical assistance they need.

External Dependency: Certain VROs comment on an increasing NGO dependency on foreign funds and ideas. Organizations seem to build up their programs in sectors where increased funds are available. However, since the programs need to be sustained, the solution is often simply to seek further funds. Donors, whether explicitly or implicitly, follow certain ideologies and philosophies. To take advantage of their funds, NGOs often embrace donor preferences to an unnatural extent - which is where the dependency on foreign inputs can gradually creep in. However, with the large range of donors to choose from, an NGO might avoid this obstacle by choosing a donor whose ideas are in harmony with its own; or more realistically, a group of NGOs can ask VRO help to put together a coalition of funding.

VRO Trends

Growth: A few new VROs have emerged recently (one example is the Gonoshikha Sangho). More significant though is the growth of almost all the VROs studied, as measured by increases in NGO demand and VRO programs, projects, geographic coverage, workshops, training courses, and staff. Yet, despite such expansion, none of the VROs studied seems to have taken the time to consolidate its activities.

Decentralization: Recently, VROs have become conscious of the need to have their services reach the sub-national NGOs in the rural areas and districts. Some, like VERC, have undertaken NGO assistance projects in new and distant districts. Others, like ADAB, have built up staff to service a variety of districts. Many hold seminars, workshops, conventions, and training courses at the district level.

Importance of Sub-National NGOs: Concomittant with the trend of decentralization is the importance that sub-national NGOs are amassing within VROs. ADAB's executive committee now contains several representatives of district-level, non-Dhaka NGOs. BCoME's more active participants are workers from small NGOs. In general, the sub-national NGOs are becoming more vocal, demanding, and are generally making their presence felt.

Collaboration/Coordination with the Government: Knowing that NGOs want to improve their government relations, VROs have tried to sharpen the NGO image, to press for NGO inclusion in government programs, and to seek more government resources for NGO programs.

VROs try to help NGOs acquire government material resources such as saplings, vaccines, tubewells, and the like. Some also offer to coordinate NGO involvement in official programs, such as the ADAB-coordinated effort during the 1985 post-cyclone relief and rehabilitation period.

Collaboration with UN Agencies: UN agencies have started to look to VROs as ways of engaging more NGOs and sub-national NGOs, in order to augment UN assistance to government. They see the VROs as representatives of the NGOs. UNICEF, for example, has relations with several VROs including ADAB, VHSS, VERC (which it helped start), WIF, and the NGO Water Decade Forum. While some larger NGOs such as BRAC have direct relations with UN agencies, most have contact mediated by VROs.

Collaboration Among VROs: Many VROs do collaborate; senior staff of some are on the executive committees of others. The trainers and facilities of Caritas and RDRS, for example, are used by other VROs. VERC and VHSS now co-produce many materials. Several VROs and NGOs team up to design curricula and to develop training.

Competition Among VROs: Despite such joint work, VROs still find themselves competing with one another. Fostering this competition is the fact that several VROs have overlapping functions: ADAB and VHSS both support health programs; CDI, ADAB, BRAC, Proshika, and TARD provide training on similar topics; several VROs are preparing NGO directories; all VROs have their own publications. Some VROs justify this duplication by stating that other VROs do not do a good enough job. Plurality has its advantages, but it does not excuse wasting scarce resources.

Integrated Programs: Like their beneficiaries, the NGOs, VROs also try to offer integrated programs, blending their responses to NGO priorities such as management, planning, training, and resource access. There is a temptation to cater to all needs. Also, since health, for example, is linked with nutrition, a health-oriented VRO might be tempted to provide horticulture or pisciculture training. Thus VROs expand both their institutional and sectoral purviews.

FINDINGS AND ANALYSIS

THE VOLUNTARY RESOURCE ORGANIZATIONS

There are a numerous VROs working in Bangladesh. Some of these emerged as distinct attempts to help NGOs fill institutional and program gaps. Others evolved from large NGOs providing village-level training into institutions which decided to extend these trainings to interested NGOs.

Among those set up specifically to meet NGO needs are ADAB, TARD, VERC, MIDAS, CDS, BIA, MAWTS, FPSTC, and VHSS. Of these, ADAB and VHSS are umbrella VROs and have members (see the Regional Overview for description of different VROs' functions). On the other hand, MIDAS, USC, and CDS are VROs that also act as local intermediaries for various donors. The donors channel their financial and technical assistance to the NGOs through these VROs. Specifically, SAP (South Asian Partnership), a South Asian VRO which operates throughout the country, provides seed money to NGOs for projects. USC also provides funds for multiple purposes, but only in certain regions. MIDAS provides funds for small-scale industries, and CDS provides them for family planning activities. BIA and MAWTS, on the other hand, only provide training to NGOs. Similarly VERC and TARD devote their energies mainly to offering NGOs field-oriented training, program consultancy, and development communications materials support.

Among those operational NGOs that branched into VRO roles are BRAC, Proshika, FIVDB, GK, Caritas, and Concerned Women for Family Planning. For the most part, they still maintain field programs, but often spend substantial resources and time providing services to other NGOs.

MEMBERSHIP VROs

Of the nine VROs covered in this study, three are consortia or membership organizations. The Association of Development Agencies in Bangladesh (ADAB), is an umbrella organization that enrolls all types of NGOs and IPVOs. Voluntary Health Services Society (VHSS), on the other hand, is an apex organization limited to health-related agencies. The third umbrella VRO, the Bangladesh Council for Mass Education (BCoME), enrolls NGOs which enlist people in literacy activities.

The Association of Development Agencies in Bangladesh (ADAB)

This was founded in 1974 as an apex body of the NGOs and IPVOs working in all fields of development. Any non-profit, non-political voluntary development organization registered with the government may apply for ADAB membership. The admission fee is Tk.100.00 and the annual subscription fee is Tk.200.00.

ADAB's membership has grown from 81 members in 1983 to 181 in January 1988. ADAB members' characteristics have also changed of late. Until 1980, ADAB members were mostly foreign organizations. At present, three-quarters of the member organizations are either local (31%), regional (16%), or national (28%) organizations. And only one quarter are IPVOs, Christian Missions, and donors.

ADAB has eleven district-level chapters to assist small and nascent sub-national NGOs, by serving as an intermediary between them and donors. Through these chapters, ADAB identifies the needs of the small NGOs and arranges support services. At present, 343 small voluntary agencies are enrolled as chapter members. These may or may not have government registration.

Several of the local chapters are women's handicraft centers. Some chapter members also work in multiple villages across upazilas in the same district or in adjacent districts. They typically use entry points such as functional education, health, or formation of village-level people's organizations. The other affiliated chapter members include regional branches of some national NGOs, such as Caritas and Proshika. These agencies' programs are based to a certain extent on local demand, but with activities approved by their headquarters.

Voluntary Health Services Society (VHSS)

This membership VRO coordinates NGOs active in the field of health, nutrition, and family planning. VHSS was established in 1978, with the intent of helping voluntary agencies in all possible ways so that they could better serve the people with community health care. Since its formation, VHSS' membership has steadily increased to 149 (as of July 1987).

Most VHSS members emphasize health, health education, water and sanitation, nutrition and immunization, with many reporting maternal and child health (MCH) and family planning components. Clinical services are provided by 43 % of the NGOs; more than half reported that they supply drugs and provide referral services. And one-quarter of these NGOs provide only health and family planning services.

More and more VHSS members are branching into new areas such as adult functional education, group formation, women's programs, handicraft, and agriculture. Of those promoting local handicrafts and agricultural activities, a significant number work through cooperatives and locally-organized groups.

Bangladesh Council for Mass Education (BCoME)

This membership organization was formed in October, 1986 to advance the goal of education for all. At present, it has 75 member NGOs, both at national and sub-national levels. All members have some literacy activities; most are registered, have an approved constitution, and formally report their activities. Fees are Tk.200.00 for membership and Tk.100.00 for yearly subscription.

SERVICE VROs

While VROs primarily offering services are in as much demand as membership VROs (and perhaps more so), all types of VROs in Bangladesh seem to be responding to NGO servicing needs. The following is an enumeration of the services offered by the nine VROs included in this study.

Training and Communication Support

Training: CDI and CDS organize and conduct courses on social analysis. ADAB, CDS, CDI, TARD, and VERC conduct training on development approaches and strategies. For some time, VERC specialized in development communications methods and interactive materials. These same VROs, as well as the NGO Water Decade Forum, provide training on human resource development; they also help NGOs build local self-awareness, positive group dynamics, and stronger faculties among the poor in leadership, decision-making skills, and self-mobilization.

ADAB, VHSS, TARD, and the NGO Forum conduct management training, and address topics such as problem identification; project planning and design; program management; financial management; staff supervision; basic research; and evaluation. They also offer specific technical skill courses in subjects ranging from child education to horticulture.

VERC and FIVDB have done considerable work on participatory literacy materials, and conduct regular training in child and adult education. CDI organizes training in child psychology and learning.

BCoME plans to train teachers in literacy education. VHSS organizes all kinds of health training for other VROs such as ADAB, CDS, TARD, and VERC. The NGO Forum is especially responsible for training in subjects related to water and sanitation, including installation, repair, and maintenance of tubewells. Others such as ADAB and TARD arrange training in livestock, poultry, horticulture, and pisciculture. FIVDB's duck-raising training is popular among both NGOs and government agencies.

Lack of Field Relevance: Despite all this, NGOs (and some VROs) strongly assert that training must be related more closely to project realities. While most VROs providing training seem satisfied with their performance, many recipients are critical, saying that: (a) the method of training needs improvement to be field-relevant; (b) many trainers are not sensitive to NGO problems, and so spark little meaningful interaction; (c) some VROs are providing mostly academic training; (d) there is no consistent follow-up, and the trainees, after completing their training, do not have tools to apply their knowledge, much less share it with others in the field; (e) many training programs offered by VROs resemble one another, and NGOs often discover the redundancy only after much loss of staff time.

In addition, some NGO leaders strongly felt the need for management and technical training for NGO executives. These executives do not realize their own skill gaps, and instead send their field workers for such training.

Communications: FIVDB produces functional literacy materials. These are now being used by Caritas, CRWRC, HEED, and IRWP. VERC has also devised a wide variety of printed materials, audio-visuals, and games, and at one point was pre-eminent in the creative field of developing interactive materials to help neo- and non-literate people participate in decisions, and in monitoring of economic activities. VERC still produces materials and guides for adult education, follow-up books for adult neo-literates, success stories, sound slides, photoprints, flip charts, and the like, free of charge to NGOs. Similarly, VHSS sees to the production, distribution and effective use of educational materials for health programs. It procures and produces booklets, flip charts, posters, leaflets, film guides, and manuals, and makes these available to both government and non-governmental agencies.

Studies, Research and Evaluation

Most small and sub-national NGOs have difficulties with documentation, research, and evaluation due to lack of the necessary skills, personnel, or often simple lack of awareness as to how such tools can be useful. Certain VROs are trying to change this situation.

ADAB conducts studies and evaluations on request from voluntary organizations and donors. It completed demographic and socio-economic baseline surveys in the project areas of World Vision/Bangladesh and in those of the New Life Center. In addition, it conducted a sociological study related to shrimp culture in Satkhira for the Bay of Bengal Program and FAO. ADAB also evaluates NGOs receiving EZE funds.

MIDAS conducts studies of small-scale industrial sub-sectors which seem to hold promise for rapid growth. Should it confirm potential in a sub-sector, it develops projects for funding and identifies entrepreneurs. These activities are entirely subsidized by USAID.

TARD has given evaluation assistance to Jogoroni Chakra, Samaj Unnayan Proshikan Kendra, and Shapla Neer. With students from the Institute of Social Welfare and Research, at Dhaka University, CDS is doing a study of contraceptive use in rural Bangladesh. CDI has undertaken a research project on rural power structure called "Daripalla Revisited," and helps evaluate projects sponsored by Caritas, or by Caritas-associated donors such as APHD and Misereor.

Still, sub-national NGOs are usually managed by non-professional staff, who often do not see the utility of or need for research, evaluation, or documentation. The VROs need to work harder if they want to bring about an awareness of these beneficial tools among such agencies. As they grow, sub-national NGOs will certainly need to develop a more critical attitude toward themselves and their activities. Training to set in motion participatory internal evaluation is vital to achieving useful, structured reflection.

Information Dissemination

Publications: Information is disseminated through publications and through meetings, seminars and conferences. Most VROs contacted publish journals, magazines, or newsletters.

ADAB News is a bi-monthly journal directed at high-level development workers, policy planners, researchers, and administrators. "ADAB Sangbad" is a monthly Bangla publication for field-level workers, farmers, extension workers, and the

general public. VHSS publishes two journals: one in English, "In Touch," and one in Bangla, "Jogajog." It also publishes a children's magazine on child health called "Mitali" for UNICEF.

VERC's quarterly Bangla magazine ("Shabolombe") and TARD's bi-monthly newsletter ("Gram") are directed specifically toward rural development field workers. TARD and FIVDB publish newsletters called "Protifalan" and "Gram Bandhob" for internal NGO use. The NGO Forum brings out a monthly newsletter, "Pani Probaho," with news on water and sanitation. MIDAS publishes a monthly newsletter on small-scale industries.

ADAB and VHSS publish NGO directories. In addition, ADAB has produced an NGO map. It also brings out yearly diaries and planners. Several NGOs maintain their own libraries. "VHSS Library News" and ADAB's "New Arrival List" keep members informed of relevant publications. MIDAS has a concise technical library on technology, industry, market, and more, which is also open to the public. It is the local agent of the US Government agency the National Technical Information Service, which supplies materials on small-scale industry, technology, and energy management. MIDAS is also the sole distributor of World Bank publications in Bangladesh. In addition, BCoME has plans to serve as a clearinghouse and central repository for all literacy-related information and materials.

Seminars and Workshops: Since their inception, ADAB and VHSS have organized seminars, workshops, and fora as part of their information dissemination and coordination mission. In 1984, the ADAB-organized national seminar entitled "Focus on 50 Million: Poverty in Bangladesh" brought together government agencies, donors, NGOs, and IPVOs. Again, in 1987, ADAB held a national NGO convention which was opened by the President and many high-level government officials; leading NGO figures addressed the sessions.

From the above, there is clearly a plethora of VRO publications, journals, seminars, and workshops - many of which are duplicates of others. None of the publications is outstanding, yet each organization feels obliged to provide something. While highly visible (at least in Dhaka) and often flashy, these are not always need-based, and are sometimes put out by people with little knowledge of or exposure to the day-to-day work of voluntary agencies.

Consultancy Services

This is a relatively new VRO service. TARD has provided consultancies in training and program development to 40 landless and marginal farmers groups at Sherpur Upzila, on request from the Swallows in Denmark. They also provided consultancy for the reorganization and planning of a rural development program of Tangail Agricultural Development Project (TADP) under the German Technical Cooperation agency.

MIDAS offers services to national and international clients in areas that have potential for employment generation, charging fees to cover its expenses. VERC and CDS are two of the few VROs providing on-the-job program consultancy to client NGOs in the field, to complement or set the stage for training. In the late 1970s and early 1980s, VERC led among VROs in this practice.

Technology Development and Transfer

A few VROs are engaged in this, some in collaboration with the Swiss organization Technology for the People (TFTP). MIDAS has successfully developed an improved rickshaw, and has collaborative arrangements with ITDG of India to adapt small-scale cotton spinning technology. VERC has tested, produced and now markets educational materials such as portable black boards and bamboo scales. VERC has also procured and modified different agricultural, water supply and sanitation equipment; it demonstrates these to participants at its training courses.

Direct Support Services

Small NGOs working outside Dhaka require substantial help in registering with relevant government agencies, preparing project proposals, adhering to ERD procedures, and mobilizing outside resources. ADAB, VHSS, and NGO Forum provide such advice and assistance. VHSS distributes several donor formats to members, helps them draft official letters, and translates project documents.

ADAB also offers telex, photocopy, and cyclostyle services to its members at a cost lower than the market price. The telex is used mostly by IPVOs and big NGOs.

The NGO Forum supplies appropriate technology materials on water and sanitation. The Forum, brought into being by NGOs themselves, also collaborates with UNICEF and DPHE in the supply of tubewells to villages through NGOs.

VHSS distributes health supplies such as ORS packets and D and D kits free of charge to its members. ADAB also distributes certain essential drugs to its members at subsidized rates.

Financial Assistance

NGOs voice a constant demand that VROs play a role in funding assistance, directly or indirectly. And some comply. For instance, MIDAS provides regular and direct credit for qualifying small industrial producers. The clients, private entrepreneurs

and NGOs, must put up at least 30% of the total cost as equity and furnish adequate loan collateral.

ADAB, using EZE funds, has started on an experimental basis to extend grants directly to ADAB NGO members and its chapter members. VHSS, CDS, and the NGO Forum arrange funding for the small NGOs by linking them with donors. MIDAS assists entrepreneurs in procuring loans from other institutions, such as commercial banks. ADAB also has consulted with the Bangladesh Bank to provide financing to small NGOs which support grassroots activities in livestock, poultry, and fisheries.

Yet evidence shows that VROs must be very careful when they assume direct funding functions for, despite their clients' expressed desires, they are often playing with fire. There has been much criticism of ADAB's direct involvement in channeling funds. ADAB's Evaluation Report (1986) admitted that as a membership organization, ADAB finds it difficult to arbitrate or judge its members. The general consensus has been that, like some other VROs, ADAB should focus on linking NGOs with funding agencies, rather than serve as a direct funder.

NATIONAL NON-GOVERNMENTAL ORGANIZATIONS

NGOs' Perceptions of VROs and Use of their Services

Since VROs exist to support and serve the NGO community, it is important to see how the NGOs view the VROs and their services. For this purpose, relevant information was gathered from 43 NGOs in a survey, much of which is presented in the following pages.

NGOs' Knowledge of VROs

Almost all the NGOs polled had obtained some kind of VRO service in the past. The most frequently identified national VROs were ADAB, VHSS, VERC, BRAC, TARD, Caritas, FPSTC, and FIVDB. It is interesting to note that over 50 organizations were recognized as sources of various services. Some were organizations with no explicit intention of serving other organizations.

NGO Perceptions of VRO Roles and Services

VROs were perceived as fulfilling the following roles:

- Spokesmanship or representation of NGOs
- Funding
- Information dissemination
- Holding seminars and workshops
- Advisory/consultative roles in technical areas
- Providing training for skills development
- Providing management training
- Providing training for human resource development
- Research and evaluation
- Providing audio-visual aids or other materials.

Of these, the NGOs felt that the most common VRO services were, first, training for skills development, including training and consultancy in participatory communication methods and materials; and second, training for human resource development. Those perceived as the least common services provided by VROs were representation, production and/or dissemination of audio-visual aids or other materials, and the provision of technical advisory or consultancy services to complement or extend conventional training.

It is evident that ADAB is the most widely known VRO. It is also seen as having the largest number of functions, although it is most recognized for its representational and funding roles. NGOs also seem to value the fact that the bigger NGOs take on some VRO functions, and offer some of the same services as full-fledged VROs.

NGO Use of VRO Services

Thirty-six of the forty-three NGOs sampled have used at least one VRO service. Interestingly, two-thirds of NGOs which had tapped into training services had done so from two or more agencies. In some cases, they had used training services from as many as five sources.

NGO Perceptions of Their Own Needs

All voluntary groups, whether big or small, amateur or professional, could benefit from some form of assistance to improve their programs; this was so stated by the NGOs themselves. While outside observers may have one set of ideas about voluntary needs, the NGOs have their own perception of what inputs will improve their programs, and the two are not necessarily the same.

Table 1 shows that the two services mentioned most often by NGOs are funding and training. Unfortunately, the type of training was not specified. Human resource development help and information seminars are the next most commonly-perceived services. The least commonly-perceived service was that of on-site technical or advisory support.

The picture changes when looking at the importance NGOs assign to these services. Table 2 classifies NGO needs according to their perceived priority (as indicated by the average rank). Together Tables 1 and 2 show that not only is funding support mentioned the most, but it is also given the highest priority of all needs. Close behind this is on-site technical assistance, which was given high priority by those who mentioned it.

Next in order of priority are development communications and training materials, and management services. Training and information are the next highest priority. However, although training has been used by almost all NGOs, and is mentioned as a continuing need more often than topics such as technical and management assistance, NGOs assign it relatively low importance. This may be because the higher-priority technical assistance and consultancy necessary to make training truly applicable to day-to-day work is often missing. Information services rank yet lower, perhaps because they are perceived to be in such disarray.

Curiously, representation and legal assistance is next in order of relative importance. It too has a higher rank of importance than some more common needs such as research and evaluation.

Accounting, record-keeping, research, and marketing are generally assigned relatively less importance by those who mention them. Evaluation has an even lower rank than these.

The fields ranked the lowest (not on the chart) were secretarial assistance and translation, respectively.

It is worth emphasizing the fact that most NGOs perceive many areas in which they need assistance. Moreover, not only do they know that their programs can be greatly strengthened, but they seem to have a good idea of where to obtain the services to do this. This may be because most NGO respondents to the survey were of the more established ilk.

TABLE 1
Services Associated With Various Resource Organizations

Rank	Services/Role	VRO	VRO/ NGO	IVRO	NGO	Multi/Bi-Lateral	TOTAL
1.	Fund Support	31	2	15		3	51
2.	Skill Development training	39	4	5	6		54
3.	Human Resources Dev. Help	33	6	5	5		49
4.	Info. Seminars/Workshops	38	4	4	2	1	49
5.	Management Services	36	3	2	4		45
6.	Information Dissemination	32	4	2	3	1	42
7.	Representation	26	1				27
8.	Development Communications Aids and other materials	19	4	1	2		26
9.	Research/Evaluation	14	2	2	4	1	23
10.	On-Site Technical Advisory Support	16	1	2	2	1	22

TABLE 2
Services Needed In Order Of Importance
(As Perceived By NGOs)

Rank	Services Needed
	1. Fund Support
	2. On-Site Technical Advisory Support
	3. Development Communications Aids and other materials
	4. Human Resource Development Help
	5. Management Services
	6. Skill Development Training
	7. Information Seminars/Workshops
	8. Information Dissemination
	9. Representation
	10. Research/Evaluation

It is no surprise that funding is of such importance to NGOs with no regular sources of funds; their existence and programs depend on the money that they can raise. More surprising was the importance given to technical assistance, since as yet VROs do not seem to be very effective (in NGO eyes) in providing consultant or advisory inputs.

Another highly-ranked need which might not receive adequate attention from VROs is that of development communications aids and other training materials. NGOs seem to assign less importance to information dissemination and training, and more to training materials. Yet VROs seem to place major emphasis on information dissemination and formal training, and much less on development communications aids and training materials per se. Again, this difference may exist because VROs have yet to complete their workshop training with relevant consultancy and on-the-job help. Until they do, the potential of training will remain an elusive part of the VRO vision.

The needs of NGOs are, no doubt, related to the types of programs they have, and the characteristics of their agencies. There are obvious limitations in the information gathered this way, yet certain relationships among subject areas were gleaned. These include the following:

- Legal assistance and marketing help seem to be most often mentioned by agencies having women's programs;
- Management, accounting, and record-keeping skills were generally mentioned together. The agencies with smaller numbers of beneficiaries and mostly volunteer staff mention the need for at least one of these three skills more often than other agencies;
- The need for audio-visual aids and training materials was mentioned more often by agencies with paid staff than by those with volunteer staff;
- Evaluation is identified more often by NGOs receiving foreign funding than by those receiving only local funding. (Here, as with "funding," the question arises: Does "mentioned" equate with "needed?") It is also more commonly mentioned by those agencies with programs that cover a district or more, versus those with more restricted geographic coverage.

INTERNATIONAL PRIVATE VOLUNTARY ORGANIZATIONS (IPVOs)

NOTE: In addition to broadly reviewing the IPVO field in Bangladesh, the study team looked in depth at five IPVOs: CARE, Helen Keller International (HKI), International Voluntary Services (IVS), Mennonite Central Committee (MCC), and Save The Children (SCF/USA).

The Relief mandate

Many of the IPVOs began work during or after liberation, with the country in a state of devastation and a great deal of international attention and sympathy focused on its plight. Between 1970 and 1974, a number of national disasters also struck the country, including the cyclone of 1970 and the drought which led to a famine in 1974-75. Although the newly-formed government had widespread support, it lacked the resources and institutional structure with which to tackle these mounting problems. The prominent national NGOs then were not the development-oriented, professional organizations of today. The others - child or youth welfare councils, handicraft, and family planning groups - were neither oriented toward, nor capable of, large-scale service delivery, community action, or social organization.

Among the prominent national NGOs, only a few date back earlier than 1975, the year that institutional development of the NGO sector actually began in earnest. That process - still continuing - could only be gradual, since people and local voluntary institutions learned by doing and watching others. So it was into this vacuum that many of the international PVOs stepped and then expanded.

Development of Local NGO capacity

Now, years later, the paths of international PVOs and NGOs seem to have finally crossed, with some IPVOs seeing intrinsic value in a partnership with national NGOs. This has been made possible by the increase in priority sectors and geographic areas recognized as needy. Also, by the end of the 1980s, it began to dawn on many IPVOs that they could actually cover more rural or urban ground by leaving the field work to local organizations, and concentrating on helping the local agencies do better.

This makes all the more sense as IPVOs like MCC recognize that setting up a clinic, for example, can be done by either an international or a national organization, and that MCC can be more useful to Bangladesh by filling the gap in service delivery to NGOs while they dedicate themselves to the equally complex task of social organization.

As national capacity grows, an operational IPVO in Bangladesh appears to have several options: leave, hand over to a local organization, nationalize the program, or modify its role. However, development of local capacity is very much an on-going process. While there is definitely far greater Bangladeshi NGO capacity going into the 1990s than in 1975, that job is as incomplete as the job of total national development coverage - and of course, the two jobs are connected. Thus most IPVOs do not see leaving as a viable option for anyone.

Institution-Building and Handover

This second option has been tried by some IPVOs such as IVS. The development of local NGO capacity can be left to happen independently (as was done by most IPVOs in the 1970s and early 1980s), or it can be actively promoted by an organization. IVS played such a role in the case of FIVDB. The local staff with which the IVS volunteers worked were recognized as capable of running its program, and were encouraged and assisted in formalizing their organization. Elsewhere today, RDRS is thinking along the same lines of strengthening local agencies to take over the programs in different geographical areas. This strategy of handing over to national organizations is part of a commitment to building sustainability by certain IPVOs (and some national level NGOs). As they withdraw from a country or local situation, they leave behind an indigenous entity capable of carrying out and building upon their tasks.

Nationalization

In the third option of nationalizing a program, the local staff are trained by working with the IPVO staff; and as the process yields larger numbers of national development professionals and experienced field staff, expatriate roles are increasingly restricted to advisory or technical functions - even within their own IPVO offices. The stage is already set for this by IPVOs. For example, in many US PVOs such as SCF, MCC, CARE, and HKI, the mid-level management is Bangladeshi. Even IVS has followed the trend by appointing a director from a developing country in the region. It was reported that World Vision is also pursuing a nationalization policy.

The IPVOs surveyed recognized that there were some disadvantages to being an international or an expatriate working in the country. The first and most important one is the lack of inside knowledge of the culture and of the social dynamics. It may take at least two years for a person to become sufficiently familiar with local realities, and therefore fully effective. Some organizations try to remedy this situation by trying to ensure that their directors serve for longer terms - but ultimately this is still a stopgap answer.

Another disadvantage, sometimes outweighed by his or her competence, is that an international staff member costs so much more than a national staff member. This is an increasingly important consideration as programs are judged, at least in Bangladesh, according to the relative amounts spent on administrative costs versus on project participants.

Also, being an expatriate, or working as part of an international PVO, renders a number of issues taboo, especially those which are considered culturally delicate or solely the internal business of the country or government, such as the tribal issue in Bangladesh, the government's drug policy, or more generally, the whole realm of social organization, social mobilization, and righting inequities within existing power structures.

The IPVOs surveyed also identified a number of advantages to having expatriates working through international PVOs, and presented reasons why it seemed unlikely that their organization could allow full nationalization of staff. First, since they are independent of local social/cultural/political structures, IPVOs feel they can say what they want to and they do not have to bow to anybody. They feel aloof from local power struggles, whether at field level or between NGOs competing for resources or recognition. An expatriate director feels that he can hire and fire staff on merit, without the social pressures a Bangladeshi director might have to face. However, truly effective staff leadership or guidance is contingent on the individual's management style, not on whether she/he feels free of local culture.

A very important IPVO asset is its reputation and prestige. All the organizations surveyed, as well as others like Oxfam (USA), and Ford Foundation, are known and respected the world over. With reputations built over the years, people expect them to be professional, experienced, and dependable. This means that the IPVO will be less criticized or less critically assessed, and will find it easier to secure funding, as compared to a national organization. Also, most IPVOs have their own headquarters channels of funding, which means their directors do not have to preoccupy themselves with securing funds.

An international PVO has access to networks or contacts which a national NGO does not. For instance, MCC/Bangladesh can export the handicrafts produced through MCC's networks and sales outlets in Canada and the USA.

An IPVO may also have access to technical know-how that is not available in the country, such as latest developments in agricultural research, computer technology, audio-visual aids, or irrigation systems.

Some IPVOs find it difficult to hand over to local management, because they do not believe that their "non-negotiable" objectives can be adequately addressed by a non-western party. The non-negotiable objectives stem from the fact that their funding is obtained under certain conditions, for example, people donate the money believing it goes to feed children.

For an IPVO to nationalize its management, it must have confidence in the national management's ability to represent the organization's interests and objectives; and it must put as much, if not more, emphasis on fully adapting the program to local conditions as in safeguarding its characteristics or identity. IVS, HKI, and World Vision do foresee the possibility of their local management being completely nationalized sometime in the future. CARE, MCC, and SCF, while encouraging more local management, do not seem to foresee complete nationalization.

Emergence of new roles

The fourth option mentioned was for an international PVO to modify its role in light of new realities in the NGO sector. CARE and MCC are both good examples of organizations changing their roles.

It is part of MCC's explicit program strategy to work more and more with national NGOs: *"One of the most important new directions coming out of this planning process is the strategy of increasingly working in partnership with local and national NGOs who are strong in group formation and social development, and with groups formed by them. We will increasingly channel our technical and other resource capacity to and through groups formed by other agencies. This does not preclude MCC group formation/development work as in the Rural Savings Program, and the Primary Health Care Program, but it does mean that we expect our main emphasis, expertise, and contribution in MCC -Bangladesh to continue to be technical rather than social..."* – MCC – Long Range Plan, 1987-1991, General Program Directions. The MCC director estimates that at present 20% of MCC's resources go to other NGOs, and in the next few years the percentage will rise to 40% or 50%.

CARE's change in role with respect to national NGOs is apparent in only some of its projects, and in particular in LOTUS; but its ratio of technical to social assistance seems ripe for change in the future as well.

Hellen Keller International and IVS were not, except for a few cases, operational NGOs to begin with. Therefore their relations with other NGOs and government, from the outset, were different from the other IPVOs contacted. IVS' policy demanded that it work with other organizations of government, IPVOs, or national NGOs. However, its flexibility, given changes in the NGO environment, is exemplified in its Village Volunteer Program (VVP), which recognizes the wellspring of expertise at the local level, and the potential for its exchange and dissemination. The VVP has also meant that IVS has to deal with a multitude of small national organizations, and not only the prestigious few with Dhaka bases, which previously absorbed most of the international volunteers.

HKI's involvement with NGOs is a recent change, resulting from recommendations in their 1983 survey and study of nutritional blindness. Their program was, and is, geared toward helping the government implement its blindness prevention program. NGOs are seen as important complements to the government distribution mechanisms, and also as means of ensuring community participation.

Justifications for operationality

There are a number of reasons why certain IPVOs feel they should remain operational. CARE's role in the IFFW or RMP program is not something that a Bangladeshi NGO can do. The monitoring of US Government food aid will only be entrusted to CARE. If CARE was not involved, the food aid would not be given to the country. CARE, therefore, sees itself playing a vital role in increasing the resources available to the country. And looking at another program, besides BRAC no another NGO was considered capable of taking over responsibility for the Extended Immunization Programme (EPI) for a whole division of the country.

Having an operational program of the size of CARE's gives it added clout or weight when negotiating with government. The advocacy of public policies and programs is explicitly recognized as one of CARE's functions. As it has such a vital role in the FFW or EPI programs, it has an important say in matters both policy and operational.

Other IPVOs contend that an operational program also lends credibility to what an organization has to say. The government or other NGOs might be unwilling to accept advice on a community forestry project, for example, from an IPVO that has not tested its approach in the field, in the Bangladesh context. Also, as the MCC director stated, some operational program is necessary to keep in touch with and learn from the national or local reality, to adapt promising solutions to it.

However, as much as or perhaps more than NGOs, IPVOs face the tough expectation that they visibly demonstrate results. In obtaining operational clearances, many agencies such as HKI feel increasingly pressured by government to show concrete results like cases of the blind rehabilitated or cured. For a preventive program that provides strategic inputs to other programs, this is difficult. On the other hand, the failure of other IPVO limited-area, high-impact projects to replicate and prove themselves even after fifteen years seems hard to explain away.

Relations with Voluntary Resource Organizations

However, certain things are particular to the IPVO relationship with indigenous VROs. All of the IPVOs surveyed had some contacts with VROs. All are members of either ADAB or VHSS. MCC and IVS were founding members of the earlier ADAB, and CARE and SCF also became members of its Executive Committee. At present, IPVOs remain supportive of the VROs, although their involvement seems to have diminished. This is perhaps because of the increasing importance VROs like ADAB and VHSS are giving to small sub-national organizations. It appears too that the IPVO-VRO gulf widens with non-membership, purely service VROs, perhaps because VRO services to the NGOs are either irrelevant to IPVO projects, or in competition with their own NGO relations.

One creative inter-agency relationship led to the emergence of one VRO, VERC, in 1977 with UNICEF funding and under SCF/US aegis. This was established in order to respond to NGO and government outreach needs. With help from both of those international agencies, VERC went on to train program staff of the Women's Ministry, the vast Swarnivar Movement, many large and fledgling NGOs, and the first Grameen Bank Project staff. That early effort seemed a harbinger of more imaginative arrangements among external resource agencies, on behalf of the VRO-NGO movement. But in time, that unique UN/IPVO coalition seemed to be a one-time phenomenon.

Although before preparing audio-visual materials or training courses some IPVOs may consult NGOs and VROs, like most of them, SCF (USA) and CARE prepare their own today. MCC is one of few that works with service VROs, making regular use of VERC and TARD services.

Poor IPVO relations with VROs also limits resource and skill exchange. Apart from IVS, which makes a point of working with VROs and provides them with various inputs, the IPVOs seem too busy with their own programs to spare much time or resources for the VROs, or draw upon their talents.

CONCLUSIONS

VRO PRIORITIES

With slowly increasing national NGO sophistication comes new needs. In Bangladesh, VROs are altering and expanding their agendas to meet these new calls for assistance. The resource functions requiring most attention by VROs and others seeking to help NGOs today are:

A. **Networking and fostering collaboration** among national and sub-national voluntary agencies, and building bridges to government at different levels, IPVOs, and other action institutions;

B. **Providing indigenous agencies and people's associations with access to critical services,** especially higher quality training with consistent follow-up; program consultancy and other help in methodologies and materials; field-relevant technical assistance with sectoral matters such as credit, market studies, new technologies; timely development information on all issues of currency.

C. **Helping NGOs and local groups locate the right resources** - human as well as financial and material - and expertise for the right projects.

NEGLECTED GROUPS AND LOCALITIES

In all the above VROs, NGOs which help others, and IPVOs must recognize the growing role of smaller, local NGOs and people's groups, and the inherent strength and appropriateness of decentralized action.

Recent evidence indicates that not only are most of the familiar NGOs Dhaka-based - a fact that is common knowledge to most by now - but they concentrate their work either around Dhaka district, or in the well-known secondary centers such as Comilla and Chittagong. At this moment, much of the nation may be unattended by the agencies receiving the most resources.

A strong case does exist for having voluntary institutions with offices in the capital, since they can practice advocacy and resource coordination, and can network with others from accessible headquarters. But still missing is the vital resource connection with smaller voluntary groups in the country's vast remote areas. Having relations or contacts is not enough; the connection must be alive and active. For, no matter how strong, the better-known NGOs, IPVOs and government combined cannot sustain the kind of coverage the nation needs. VROs and larger NGOs need to strengthen and broker better official relations with their full brethren, rather than keep things within the immediate Dhaka-oriented family.

SERVICES AND INFORMATION

Much has already been said of the inadequate state of training and program consultancy in the country. Those who design training methodologies seem to assume that a participatory workshop with a hasty checkback qualifies as a skill transfer. Program evidence, and the resounding opinion of NGOs on the receiving end of such "training," shows that nothing could be further from the truth.

VROs are now discovering that operational agencies need contacts and tools that they can use in their own offices and field projects between training events: to put new knowledge to test, iron out problems, and call for help in the face of real day-to-day obstacles. This means the conventional "workshop" is only one in a series of capacity-building steps which have on-the-job relevance, whether in participatory methods and materials to help villagers chart their own direction, program planning and budgeting, or management and review techniques to help NGO leaders realize their vision.

An NGO survey conducted during this study produced confusing responses on how important training was next to information services, next to consultancy services, and so on. This study concludes that NGOs would like to see more innovative and useful training and, failing any hint of it, have begun downplaying the importance of training as a service to them. Yet NGOs continue to make frequent use of VRO training, inadequate as some of it is, because upgrading staff skills in any way possible is so important to them. A related conclusion is that, whether connected to training coursework or not, on-the-job program consultancy and technical assistance are of constant relevance to operational agencies. Having stated these findings, it must be said that most VRO training methods are far superior to those of strict academia or technically-biased agencies (e.g. certain U.N. system courses). But the NGOs' complex social agenda, among other things, demands that they make innovative leaps.

Several VROs and large NGOs now publish journals, newsletters, and manuals to increase NGO constituents' access to information. Yet many NGOs have deemed these publications neither useful nor interesting, and lacking in feedback mechanisms essential to correspondence learning. Some say that the materials are intellectual exercises with little connection to village realities. This may be less the fault of the writers than limitations in the current notion of how to extend (and solicit requests for) timely development information, of which periodicals form only one kind of tool. Knowledgeable IPVOs may help several VRO/NGO partners develop a comprehensive, two-way information service. In the process, publications would improve.

THE RESOURCE QUESTION

Although the voluntary sector as a whole desperately merits a much greater level and more equitable distribution of resources, the issue goes beyond funding or materials alone. Many active NGOs - and certainly most active local agencies and people's groups - see locating and building human resources as vital to achieving durable results.

Smaller voluntary groups have long had to live by their wits to assure themselves the money and materials to stay buoyant, and they will benefit from a gradual build-up of such assistance. But like larger NGOs, they need consultancy and expertise to make social as well as technical headway with community groups in areas of enterprise and income generation, food production, and the social necessities of health, water supply, and so on.

And as their efforts take root, indigenous agencies need ways to expand, not institutionally but programmatically - by engaging more and more village and multi-community volunteers, technicians, and local resource people in the development cause. The net cost, even for local people who are paid to assist several communities in the area, should be much less than hiring additional field workers.

To help voluntary agencies tap into and develop local human resources, VROs and others need to build and fine-tune their talents at what the Regional Overview calls strategic facilitation: assisting constituents to design and manage strategies which help replicate promising approaches, build relations with resource groups within and outside the voluntary sector, and do so with more and more accomplished local resource people. In Bangladesh, the VRO potential is there for this complex service. But it stands a better chance if taken up by a coalition of resource organizations dedicated to expanding benefits in a steady, cost-efficient manner.

SPECIAL RELATIONS

This leads to the important relational side of the resource issue. Many in the NGO community want VROs (and interested IPVOs) to help them achieve a more positive relationship with the government. This is not only vital to speed clearances and reduce lingering tensions, but to help voluntary agencies augment official grassroots programs and contribute to national policy and decisions.

Because of donor pressure, some government agencies have decided to replicate successful NGO projects, and are now working jointly with some VROs and NGOs in curriculum design and field staff training. In fact, the government has, on its own, requested several VROs to be part of talks on policy issues in areas where voluntary agencies have come up with promising models. VROs are now boosting efforts to

strengthen the NGO-government bridge. Specifically, they have been trying to bring government agencies together with donors, NGOs, and IPVOs to explore common concerns. IPVO and donor receptivity to such overtures has often decided just how receptive officials will be.

Some VROs now invite local government specialists to act as resource persons in their training programs. In some cases, senior officials are on a VRO or NGO executive committee. It is a testament to NGO enlightenment that even the more suspicious voluntary agencies see a distinction between "getting co-opted" and locating points of convergence with receptive officials.

As representatives of NGOs, VROs can further focus decision-makers' attentions on the problems NGOs face, as well as on NGO program models worthy of official support or replication. With some help from IPVOs, government can begin incorporating learnings derived from the voluntary experience into its own development machinery.

IPVO ROLES

When asked about the prospects and relevance of new IPVOs, Bangladeshi's reactions swung from "they would be welcome" to an emphatic "not needed!" However, the real answer seems to hinge on what future role IPVOs choose to pursue here. While many nationals accept current IPVO operations "because the country is vast" and "some IPVOs have a reach which no NGO can match," reservations abound concerning any expanded IPVO operationality here.

For their part, IPVOs contend that they must be somewhat operational to stay in touch with reality and maintain credibility in key sectors. Others may be performing tasks, such as managing large bilateral food programs, which no national agency could or would want to take on. But they number only one or two, and remain the exception in many Bangladeshis' eyes. The issue is less one of today's IPVO village operations than "will IPVOs finally accept NGOs' potentials and transfer energies to help build their programs?" While several of the IPVOs mentioned are saying "yes" to this query, collectively their intentions remain ambiguous.

However, many NGOs say they would welcome strategic assistance from IPVOs, and also the kind of relations-brokering that VROs are beginning to practice. IPVOs freed of raising funds from donors for their own village programs might be even more effective resource brokers than VROs with external organizations. Also, IPVO regional or global experiences may make them effective sources of technological and sectoral expertise, some say, provided they are also willing to help build that expertise nationally.

CONCLUSIONS

Many national voluntary agencies urged IPVOs to consider not just institution-building but the other options of program handover, nationalizing IPVO offices, or at least partnering themselves with NGOs and VROs for wider impact and a joint assault on persistent socio-economic problems. Most viewed the NGOs (or even government) ideally taking the lead in such a partnership, in other words, generating requests for IPVO help, instead of IPVOs linking with indigenous agencies merely to attract funding for their own ground-level ideas.

Finally, some national agencies reminded themselves that while the insider may have a more sensitive finger on the local pulse, the outsider can help the insider distance himself from his prejudices and remove his cultural blinders. Together, they can form a much wider perspective, provided the IPVOs understand that their work is a two-way process, where they will learn as well as teach, and provided they re-frame their own self-vision as one of being effective institutional facilitators, and not one of continuing as expatriate social organizers.

RECOMMENDATIONS

WHAT VROs, LARGE NGOS, AND IPVOs THAT SEEK RELEVANT FUTURE ROLES IN BANGLADESH SHOULD DO

1. **Reduce the lingering air of competitiveness in Bangladesh among VROs, NGOs, and even between certain IPVOs,** and begin a new era of cooperation and partnership;

2. **Focus on strengthening the a) methodological, b) managerial, c) relational, d) strategic, and e) general program capacities** of indigenous voluntary agencies and local people's groups;

3. **Re-design training to be more useful and imaginative, and make it part of an ongoing package of assistance** stressing on-the-job innovation and problem-solving, with tools program and field staff can independently use to apply knowledge and decide on what support they need;

4. **Build program consultancy services which achieve true, consistent out reach to NGOs and people's groups at the site of action,** whether connected to training or not;

5. Re-think the voluntary community's information needs, and **aim for comprehensive information services (beyond publications),** with built-in two-way communications, so that requests and feedback can come from the voluntary community itself;

6. **Focus on local human resource development to expand programs** by enlisting more local volunteers, technicians, multi-village paid resource people, and animators;

7. **Build effective strategic facilitation services for NGOs,** in order to sustain and expand development, by enlisting more local human resources, replicating exemplary approaches, and gaining cooperation from others within and outside the voluntary sector;

8. As a special effort, **build more productive relations with local and national government;**

9. **Try to develop steadier, more equitable financial and material resource distribution to voluntary groups around the country** - especially its vast neglected localities - as well as to better-known NGOs;

10. **Especially in the case of IPVOs, assume or work toward facilitating roles to strengthen, and hand over prime operational responsibility to, local agencies,** at least on a gradual basis.

WHAT BILATERAL DONORS AND MULTILATERAL AGENCIES SHOULD DO TO ADVANCE THE RECOMMENDATIONS ABOVE

1. **Allocate additional support for the national voluntary sector;**
2. **Become more open to talks with VROs; and where possible, arrange to participate in substantive roundtable discussions** with Government, interested IPVOs, VRO, and NGO representatives;
3. Where possible, **build VROs and NGOs into their own program planning and implementation strategies;**
4. **Join in the bridge-building effort to foster better understanding and cooperation between government and NGOs,** sponsoring joint training or project work where fruitful;
5. **Consider ways to make an NGO-strengthening effort more manageable,** for example by working through one or more VROs and/or a cluster of NGOs in a geographic locale, and assigning a VRO, IPVO, or a separate project office the sole responsibility for distributing resources to the partners, thereby keeping technical assistance to NGOs and funding approvals separate.

Glossary

ABC	Association of Blind Children
ADAB	Association of Development Agencies in Bangladesh
APHD	Asia Partnership for Human Development
ASA	Association for Social Advancement
BAMANEH	Bangladesh Association for Maternal and Neonatal Health
BARD	Bangladesh Academy for Rural Development
BAVS	Bangladesh Association for Voluntary Sterilization
BDS	Barisal Development Society
BDSC	Bangladesh Development Service Centre
BFPA	Bangladesh Family Planning Association
BIA	Bangladesh Institute of Agriculture
BRAC	Bangladesh Rural Advancement Committee
BRDB	Bangladesh Rural Development Board
BVS	Bonds for Voluntary Services
CCDB	Christian Commission for Development in Bangladesh
CDS	Community Development Services
CIDA	Canadian International Development Agency
CIRDAP	Centre for Integrated Rural Development in Asia and Pacific
CRWRC	Christian Reformed World Relief Committee
DP	Development for the Poor
DPHE	Department of Public Health Engineering
FIVDB	Friends in Village Development, Bangladesh
FPSTC	Family Planning Services and Training Centre
GK/GSK	Gonoshsthya Kendra
ICDDRB	International Centre for Diarrhoeal Disease Research, Bangladesh
IRWP	Intensive Rural Works Program
IVS	International Voluntary Services

MIDAS	Micro Industries Development Assistance Society
MAWTS	Mirpur Agricultural Workshop and Training School
SAP	South Asian Partnership
SCF	Save the Children Fund
SDC	Swiss Development Corporation
SIDA	Swedish International Development Agency
SUPK	Samaj Unnayan Proshikkhan Kendra
TAF	The Asia Foundation
TARC	Training and Research Centre (BRAC)
TARD	Technical Assistance for Rural Development
USC	Unitarian Service of Canada
VDC	Village Development Centre
VERC	Village Education Resource Centre
VHSS	Voluntary Health Services Society
VON	Voluntary Organization for the Needy
WIF	Worldview International Foundation

INDONESIA

OF SPECIAL NOTE IN INDONESIA

Voluntary Groups

- The development bias of most voluntary groups has been growing since the 1970s, coincident with what some NGOs perceive as a relaxation of official control on grassroots organizations.
- The larger, Jakarta-based NGOs not only seem to have most advocacy leverage with government and donors, but most funding and technical assistance opportunities.
- Yet there is a wellspring of activity from people's groups, NGOs, and the few VROs working in the remote outer islands of Sumatra and Sulawesi, notably around environmental and economic change.

Voluntary Resource Organizations

- In addition to straightforward VROs, many large NGOs with field programs of their own offer VRO-type services to smaller agencies.
- VROs away from Java and on the outer islands are vital to marshalling the growing commitment of sub-national NGOs and people's groups there, before such determination peaks and declines.

International Private Voluntary Organizations

- The Indonesian perception, reflected in development journals, is that by and large IPVOs have tended not to forge relationships with their national counterparts.
- That trend may be changing, as formal bonds grow between Indonesian and Canadian, Australian, Japanese, German, and U.S. voluntary agencies.
- One notable cooperative venture is the Joint Steering Committee of forty Indonesian and ten Canadian voluntary agencies.

Bi-Laterals, Other Donors, UN Agencies, Other Multi-Laterals

- With CIDA support, program funding for the joint initiative above totals $6 million spanning five years, and it covers 11 provinces.
- Despite virtual non-relations between external resource bodies and the indigenous voluntary community - especially the part most removed from Java - donors and UN agencies are starting to see promise in the networking effort of VROs, especially when IPVOs and others join with them to strengthen NGOs.

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AN OVERVIEW OF THE VOLUNTARY SECTOR IN INDONESIA

BACKGROUND OF THE VOLUNTARY SECTOR

NGOs have been important players in recent Indonesian history, stretching back to the dawn of this century. These pioneering organizations moved into the fields of health care (hospitals, clinics, family planning services), social welfare (the care and training of the physically and mentally handicapped, the chronically ill and orphans) and formal education (private schools). Some of these early entities were impassioned movements which later formed the basis for certain political parties. The others continued with their social welfare work.

In 1967, with a proliferation of the social welfare organizations, the Indonesian Council for Social Welfare (DNIKS) was formed. Its main functions are to coordinate the activities of welfare organizations and to assist them in obtaining foreign aid.

The Beginning of the Non-Government Development-Oriented Organizations (NGOs)

In the late 1960s, a new variety of NGO, oriented toward development as opposed to welfare, emerged as a result of debates around how best to help the disadvantaged citizenry. These NGOs tried to bridge the gap between the needs of that citizenry and the goals of national government programs. They began by responding to the diverse problems and aspirations articulated at the grassroots level, and then carving out development roles not assumed by government or business.

During this period, awareness grew about the need for people's participation. Many agreed that the net impact of the monolithic, large-scale, and the inevitably top-down approach of the government was severely limited in Indonesia, a country known for its plurality and widespread geography (it consists of 13,677 islands, with a multitude of ethnic groups and dialects and four formally recognized religions). NGOs felt they could be more precise, as well as varied and flexible in their efforts to mount a grassroots-sensitive approach.

THE VOLUNTARY MOVEMENT EXPANDS

Over the following years, NGOs all over Indonesia began to organize and cultivate a sense of potency and effectiveness in people and entire communities. Gradually, more of the previous charity-and-relief-oriented NGOs also adopted an outlook of community self-reliance, although many continued using charitable approaches in their work.

Among these early NGOs was PKBI.* Founded in 1957, it pioneered the concept of family planning during the Sukarno years, when such ideas were in official disfavor. It has since moved beyond promoting birth control and family planning to become very active in community development. Despite its many ups and downs, PKBI has now become one of the largest NGOs in Indonesia.

Formed in the early 1960s, Yayasan Sosial Tani Membangun (YSTM) began its work in pre-cooperative development. It later became Bina Swadaya, which has grown into the largest NGO in Indonesia, training other NGO staff and government officials and publishing a widely-circulated agriculture magazine. Through several income-generating units, Bina Swadaya now generates more than 50% of its own revenue.

A Growing Development Bias

The 1970s witnessed the birth of more development NGOs such as Yayasan Indonesia Sejahtera (YIS), Lembaga Penelitian Pendidikan dan Peneragnan (LP3ES) in Jakarta, and Dian Desa in Yogyakarta, all of which started as community-focused organizations. They addressed community health, small-scale industries, and appropriate technology needs in poor rural communities, stressing project innovation. These agencies also made their names by training field workers and conducting action research, in cooperation with government agencies. Through the years, they have grown larger and so has their credibility, which draws more foreign donors into the country and which, in turn, has benefitted other NGOs. They also have managed to garner more government recognition and acceptance of NGO roles in the development process.

At about the same time, advocacy NGOs like LBH and YLKI were founded, and began pursuing action programs on legal aid, human rights, consumer protection, and environmental issues. These groups currently receive strong, although sporadic, media support. They have managed to survive through the years, despite coming very close to being terminated by the government on several occasions. Today they continue to grow, slowly branching out into the provinces.

It was not easy for the aforementioned and other contemporary NGOs to thrive. This was a time in Indonesia when political parties were forced to fuse and adhere to a prescribed tack; university students were depoliticized, mass demonstration forbidden, and journalists continually pressured not to pursue the principles of a liberal free press. In addition, labor unions, farmers' and fisherman's associations, youth and women's organizations, and all similar movements were under national coordinating bodies, each of which was enforced as the only body recognized by the government. These super-umbrella organizations were, and continue to be, closely supervised by the government, with government-endorsed leaders.

* See glossary for explanation of acronyms

During the subsequent years, many small NGOs sprang up and then disappeared just as quickly. However, the total number of independent agencies working across development issues grew dramatically. Catalytic to their growth was the inability of political parties to voice the public's aspirations, matched by the effectiveness of grassroots organizations. Growing data about national development investment, and its neutral or detrimental effects on the poor, also created an increasing concern among the middle class and intellectuals about the imbalances of development results.

Throughout this same period, a growing number of larger NGOs emerged, many of which based themselves in Jakarta. Among the most noteworthy are: BK3, which emphasizes work in its credit unions; LSP, which uses development studies to influence decision-makers; Pekerti, which helps groups develop and market handicrafts; PPA, which develops agribusiness in rural areas; and YKB, which tackles health problems in densely-populated urban areas.

Outside Jakarta, noteworthy large NGOs from this period are: Dian Desa in Yogyakarta; Yayasan Bina Insani in North Sumatra; Yayasan Mandiri in Bandung; Yayasan Purba Danarta in Semarang; Yayasan Alpha Omega in NTT; Yayasan Swadaya Membangun in NTB; and YPMD in Irian Jaya. Interestingly, this last NGO started as the Development Information Service Center under the auspices of Cendrawsih University. It grew into a foundation for rural community development in Irian, spawning the growth of smaller NGOs in the region.

THE BEGINNING OF THE VROs

The large NGOs in Jakarta and the regions have in the last decade assumed many VRO roles, offering services to smaller NGOs while focusing mainly on their own field work. Concurrently, among VROs the last decade has seen the growth of the umbrella/networking functions. Umbrella or networking organizations were born at a time when a large number of NGOs were in operation, most of which were not pleasantly disposed to the government's intention to centrally coordinate people's organizations. In reaction, inter-NGO cooperation shifted to looser networks, based more on voluntary cooperation and perceived need. This shift also allowed the NGOs to place priority on their own field work, to work at their own pace and, most importantly, to maintain their own identity.

The Networkers

Bina Desa is one such networking organization. Established in 1976, it was formed by 14 individuals who represented various social groups committed to rural community growth. The starting point was a common desire for human resource development in rural areas. Then and now, Bina Desa addressed this concern by training motivators or field workers, mobilizing resources and bridging project funding for small NGOs in the rural areas. Through such activities and internal reflection, Bina Desa saw that rural organizations needed to become less isolated and have contact with like-minded groups. It thus took on the additional role of facilitating a network.

In October 1980, Wahana Lingkungan Hidup Indonesia (WALHI) was founded as a result of a national meeting attended by 79 NGOs concerned with, and working in, the field of environment and development. WALHI was created to attune and engage NGOs in environmental issues, both in terms of quantity and quality, and to provide nationwide exposure for NGO aspirations and interests. The relationship between WALHI and its ever-growing number of participating NGOs is not in the form of strict membership or a vertical hierarchy. Instead, cooperation is based on mutual interests and goals through joint programs which can be ad hoc or long term in nature.

WALHI has also been actively facilitating the environmental NGOs' interaction with university environmental study centers, local governments, the private sector, artists, mass media, politicians in the parliament, and such. In its attempts to cope with the heterogeneity of NGO environmental concerns, WALHI adopted a strategy for helping NGOs rally around mutual interests. For example, in 1983 WALHI together with YLKI initiated a pesticide action network, which now coordinates joint campaigns against misuse of pesticides, advocates the regulation and banning of hazardous and ineffective pesticides, and develops alternative agricultural systems that are less dependent on pesticides. WALHI also initiated a workshop on a "Forest Campaign" in conjunction with Yayasan Mandiri from Bandung, which spawned the tropical forest conservation network SKEPHI. SKEPHI now has its own bi-monthly bulletin, seven full-time staff persons, and operates independently of WALHI. A similar process began an NGO network against pollution, involving such groups as SKREPP, the action research network JARI and others.

Other significant networking efforts include the cooperation between NGOs and *pesantrens* - traditional Islamic educational institutions. This began at the end of the 1970s by LP3ES, and has since helped catalyze community development in the rural areas. Moreover, the *pesantrens*, previously traditional and conservative, were exposed to new ideas which spurred them to embrace new approaches with help from NGOs. They became the entry point for the design and promotion of appropriate technology, environmental conservation and improvement, consumer protection, small agribusiness, and women's rights in rural areas. Through their interactions with *pesantrens*, the NGOs were also able to sharpen their own sense of direction and philosophy.

Based on this encouraging trend, several *pesantren* and NGO leaders founded P3M in 1984 as a forum for communication, consultation, and cooperation among *pesantrens* and NGOs. P3M's main functions are to encourage creative ideas from *pesantrens* to meet community needs, and to conduct studies on socio-economic problems, the results of which feed into community programs and activities. It sees its role very much as a facilitator and mediator in the development process.

Better Communications Needed

These and other effects of the big NGOs (the ones that often take on some VRO functions) have directly benefitted some smaller NGOs in the regions. Yet large agencies are frequently the targets of suspicion among the smaller NGOs. These BINGOs (the nickname given to big Indonesian NGOs) have been accused of being involved in the 'commercialization' of small NGOs, of being 'co-opted' by government, and of using up resources that are meant for small NGOs.

Aggravating this problem is the geography and poor transportation system of Indonesia; communication between the small, non-Jakarta-based NGOs and the Jakarta-based BINGOs is constrained. This situation highlights the need for improved communication systems between NGOs, more democratization of information, the involvement of small NGOs in the planning of VRO activities, and better relations efforts by those NGOs taking on VRO functions.

FINDINGS AND ANALYSIS

THE VOLUNTARY RESOURCE ORGANIZATIONS (VROs)

In Indonesia, there are very few 'pure' VROs, but many of the NGOs have taken on VRO functions or roles (networking, coordination, service delivery) in order to support other NGOs. These NGOs, however, still have their own field projects or activities to which they must attend.

VROs, and big NGOs (BINGOs) playing VRO roles, have quite a range of perceptions regarding the needs of the client NGOs. As a result of trying to serve too many needs, they have a tendency to spread their services too thinly.

The lack of focused services makes it difficult to discern clear-cut divisions between the existing VRO functions. In this study, VROs are divided according to the three major VRO functions performed in Indonesia (some VROs, however, do have overlapping functions). The three functions are: networking (versus "coordination" from the top down), service delivery, and strategic facilitation.

Networking Function

Through networking activities, VROs are helping the NGOs to share information and experiences, to de-isolate them and close communication gaps, and to build solidarity around mutual problems or concerns. These needs stem from the geography of Indonesia, with its inherent communication and transportation difficulties, as well as from the diversity of its problems.

VROs use dialogues or sharing fora ('sarasehan' in Indonesian, a traditional informal means of interaction to get to know each other better, which can smooth the way for consensus) to have NGOs articulate common needs and reach understandings. Many local, regional, and national fora use this informal method. More structured NGO consultations are usually held to bridge information gaps among NGOs with mutual concerns, and to work out common actions and solutions. Although most Indonesians prefer face-to-face or verbal communication to written materials, several VROs have developed information centers or clearinghouses to augment their networking.

Networking functions are mostly carried out by the larger established umbrella organizations like Bina Desa, WALHI, DNIKS, P3M, and FISKA; by special issue networks like SKEPHI (forestry), KRAPP (pesticide), JARI (action research), BKPPASI (breastfeeding), FKKPAI (children's welfare), and the like; and also by regional and local networks such as WIM (in Medan), Warung Kopi (in Bandung), Kelompok Sepuluh (in Jakarta), Forum LSM se DIY (in Yogya), to name a few.

Bina Desa, WALHI, and P3M have, in addition, shared programs with NGOs which reflect specific interests: Bina Desa specializes in 'joint reflection' of NGOs' roles and self-reliance; WALHI specializes in advocacy, environmental action, and building of management skills; P3M specializes in training and growth of communication skills. It is interesting to note that these VROs also actively help one another, while recognizing each other's leadership in these special areas.

Recent Development

The few medium-sized NGOs (those with three or four full-time staff) which have developed specific skills or achieved prominence in their regions have experienced rapid growth in the last three years. In fact, some NGOs active in appropriate technology and women's promotion have actually doubled their volume of activities. From having just three to four full-time staff members three years ago, some have grown to staffs of seven to twelve members this year, with an increase in their annual budget from $40,000 to anywhere between $80,000 and $100,000. In their respective regions, these rising star NGOs are now playing the role of local networkers, not only within the voluntary sector in their region, but among NGOs, local government, and universities.

Judging from the growing number of NGO get-togethers in outlying regions, both inspired and financed by the regional NGOs themselves, it seems that NGOs appreciate this sort of local or regional networking sponsored by their colleagues. Such regional organizations have growing credibility in North Sumatra, West Java, Central Java, Yogyakarta, East Java, West Nusa Tenggara, and East Nusa Tenggara – a testament to increasingly effective NGO decentralization in the country.

Service Delivery Function

A main NGO weakness lies in managerial capabilities at both the organization and project levels. This weakness creates funding problems and impedes progress of worthwhile actions. A more acute weakness finally being addressed centers on participatory methodology. Since, for NGOs, the social process of their work is as important as their targeted output, they have a vital need to keep improving methodologies for local use such as needs assessment, group and project formation, impact evaluation, and so on.

Training: The method most widely used by VROs to address NGO needs is through training programs or workshops, varying from very short-term to three-month-long courses. Some VROs have training centers with full-time in-house trainers; others hold training events or workshops with facilitators from other NGOs. However, most of these VROs still have problems in post-training follow-ups, such as monitoring ex-trainee activities and helping participants with application problems once they have returned to their organizations.

Certain VROs also facilitate exchange visits, apprenticeships, and exposure to other regions or countries for NGO staff development. Several VROs provide consultancies and technical assistance to smaller NGOs, ranging from ad hoc services to longer-term institutional programs.

Funding: The difficulty that small NGOs face in accessing funds, as well as the limitations that donors have in physically reaching these small agencies, has stirred some VROs to cooperate with donor agencies to administer small block grants. This intermediary role does not make for a tension-free relationship between the VRO and the target NGOs. Although seen as a pragmatic solution for a valid need, some VROs are not eager to make handling of funds part of their permanent role.

Information Services: Despite the wealth of information around these days, access to the right and relevant information, especially hard data, still presents a problem for most NGOs to support their project efforts and advocacy needs. Availability of such information is one problem, the NGOs' inability to gather and synthesize it efficiently is another. Some VROs are trying to fill this need by setting up specific information clearinghouses (covering women's issues, technology, health, the environment), while others are supporting NGO publications or are developing NGOs' own action research skills.

The above mentioned training, funding, and information services are provided by numerous VROs, in particular by BINGOs such as the Jakarta-based Bina Swadaya, LSP, PKBI, PPA, LP3ES, YLKI, LBH, BK3, Pekerti, DML, and others. Among NGOs outside of Jakarta that provide similar services are Dian Desa and Yakkum in Yogyakarta, YIS in Solo, YPMD in Irian Jaya, Yayasan Alpha Omega in East Nusa Tenggara, and Yayasan Purba Danarta in Semarang. In addition, the previously mentioned umbrella and networking VROs also deliver these services. However, these types of VROs tend to function more as facilitators, arranging for the necessary information or expertise, rather than as direct service providers.

Joint Cooperation: Other endeavors worth mentioning are joint ventures whereby several VROs pool their resources, information, and expertise to augment their service delivery and manage it better. These efforts are usually managed collectively by an elected steering committee with rotating leadership.

Examples include the coalition of 13 BINGOs, the National Planning Board, and USAID which facilitates overseas NGO training and study opportunities; and the cooperation of five BINGOs with the Manitoba Institute of Management and CIDA in developing NGO management and consultancy programs.

Strategic Facilitation

This encompasses special services provided by VROs to facilitate strategic interaction between NGOs and outside parties, including official decision-makers, foreign development agencies, multi-lateral and bi-lateral aid agencies, and others. This function serves the NGO need to be heard, to influence the decision-making process, to obtain first-hand information from decision-makers, to increase its leverage, and to gain access to resource allocations. Indonesian VROs have employed several methods to meet these ends. These include facilitating joint parliamentary hearings, policy dialogues with government and industry (national, provincial, and local level), and joint media statements and appearances.

This strategic function is carried out mainly by network VROs such as Kelompok Sepuluh Jakarta, WALHI, SKEPHI, KRAPP, and SKREPP, mostly in the field of environmental advocacy on issues of forest conservation, pesticides, pollution, nuclear power, and the like. In particular, WALHI has facilitated several parliamentary hearings and policy dialogues for environmental and development NGOs in order to gain first-time formal recognition of NGO roles in the National Basic Law for the Protection of the Environment number 8/1982, and to include NGO views and input in the National State Guidelines and Five-Year Plan (1988-1993), and Environmental Impact Assessment Regulation number 29/1987.

WALHI has also organized public hearings between Indonesian NGOs and the Brundtland Commission (WCED), UNEP Director General & Regional Director for Asia/Pacific, and the World Bank. The 1980s saw joint advocacy programs for breastfeeding facilitated by BKPPASI, for children's welfare facilitated by YKAI, and for anti-smoking facilitated by YLKI.

At the provincial level, several VROs have channeled NGO policy input for some important changes. For instance, YPMD successfully stopped mangrove forest exploitation in Merauke, prompted the reconsideration of the Sentani Dam development

plan, and achieved the cancellation of the Yotefa Bay dockyard construction. The PP Al Chairat influenced Palu City's planning improvements, and Forum LSM se DIJ contributed to Yogyakarta's regional development plan.

Special Strategic Efforts

A recent phenomenon in Indonesia is the increasing number of efforts to forge NGO linkages with foreign governments, donor agencies, and IPVOs from developed countries. These efforts include building dialogue, exploring the possibilities of cooperation, planning and implementing development education, creating awareness of Third World problems in developed countries, and influencing aid policies.

Thirteen BINGOs have cooperated with CIDA since 1984 to link with Canadian PVOs. This has resulted in the Linkage Program managed by a Joint Steering Committee (JSC) of Indonesian and Canadian voluntary agencies. With the aim of achieving partnership in the regional development of Indonesia, it covers eleven provinces, and initially involves about 40 local and national NGOs and ten Canadian PVOs. The planned budget is six million Canadian dollars for five years. This linkage program has full-time secretariats in Jakarta and Ottawa, with rotating leadership among elected JSC members.

Meanwhile, several activities have spun off from the 13 BINGOs' pact. These include their work with the National Planning Board and USAID for overseas studies, their help in preparing an Indonesia-Australia NGO linkage with ACCFOA and AIDAB, and similar input into Indonesia-Germany and Indonesia-Japan NGO linkages.

Another significant outcome is the INGI (Inter-NGO Conference on Indonesia), started in 1984. INGI's purpose is to influence the donor policies of the Inter-Governmental Group on Indonesia (IGGI). To achieve this, each year before the IGGI meeting, it organizes studies and an international NGO conference to discuss the studies' results; it then feeds these findings into IGGI and the relevant governments. This NGO effort is also managed by a joint steering committee with multi-lateral members and full-time secretariats in Jakarta and the Hague.

VROs' Perceptions of IPVOs

Indonesian VROs perceive IPVOs as playing a positive although limited role in the development of the country. However, the American PVOs specifically are often cited for the role they play in regular donor meetings in Jakarta, and for influencing

development agencies from other countries to take on positive approaches. On the other hand, most indigenous agencies agree that American PVOs have generally tended not to forge relationships with them.

There are conflicting opinions among the VROs about whether or not IPVOs should work in the outlying provinces. Some assert that it is better for IPVOs to stay in the capital or in big cities because the work in the provinces can best be done by Indonesian NGOs and VROs. Others feel that there is enough room for everyone, and would even encourage IPVO work in the regions because it can spur the growth potential among local VROs.

Similar conflicting opinions exist about the role of foreign volunteers in Indonesia. Some VROs feel that past volunteers came with preconceived ideas, and lacked the specific technical skills they had requested. Other VROs managed to utilize the volunteers' services optimally, recognizing the value of having an external viewpoint as a sounding board for directing their own efforts.

THE NATIONAL NON-GOVERNMENTAL ORGANIZATIONS

The size of Indonesian people's organizations or non-governmental organizations is varied, ranging from those with ten to twenty non-paid/volunteer staff members to those with paid full-time staff of as many as 200. These organizations can be classified as follows:

Type	Estimated Number	Location
• Youth/University-based Organizations	1500 - 2000	Urban
• Pesantren (Islamic boarding school)	about 7000	Mostly Rural Some Urban
• Farmer/Rural Organizations (Including Cooperatives)	Numerous	Rural
• Special Interest Groups (slum area cooperatives, legal aid, appropriate technology, agriculture,etc.)	1000	Urban and Rural
• Professional Associations (medical doctors, engineers, architects, etc.)	200	Urban
• Charity and Relief Organizations	Numerous	Urban and Rural

[1] The above figures, derived from catalogues produced by WALHI, Bina Depa, P3M, and from other research, are rough estimates.

A Spectrum of Actions

The concerns of these NGOs span such diverse subjects as income generation, conservation, sustainable development alternatives, consumer protection, health and sanitation, mother and child care, human rights/legal aid, appropriate technology, family planning, rural community development, human settlement, and pollution. Their target groups include women, youth, children, labor, farmers, poor fishermen, slum dwellers, scavengers, and the like. Their methodologies also differ widely and include popular education, community organizing, advocacy, technical consultancy, training, research, publications, and the like. The Indonesian NGO community is therefore very heterogeneous. In addition to its program-related variations, it also embodies diverse management capacities. Since this study is based on development-oriented NGOs, it includes only a small percentage of professional associations, no charity and relief organizations, a few *pesantren*-related institutions and other types of NGOs listed above. Throughout the remainder of the study, the term non government organization will refer to these development-oriented NGOs.

NGOs and Their Resources

NGOs finance their programs with support from the public, funding agencies, government institutions, and also through productive (income-generating) activities. They use various revenue-raising approaches, but only a handful are capable of organizing resources for multi-year programs.

Professional associations rely solely on support from their members; thus their resources are limited. Much depends on member interest in proposed activities. Similarly, university-based youth organizations, from "nature lover" clubs to small appropriate technology organizations, rely mostly on member contributions. However, they are also able to tap sponsorships from corporations, and grants from funding agencies, ranging from a few hundred to five thousand U.S. dollars. The more these university-based organizations develop "community-related projects," the greater their chance of receiving external funds.

Pesantrens are a good example of public-supported institutions. They have developed programs with financial support from the people in their communities. Examples of *pesantren* public fund-raising programs are:

- A one-square-meter plot from each student's family is allocated for the *pesantren* to plant banana trees. The duration of land utilization is six to twelve years. The average of 3,000 students per pesantren provides the same number of banana trees, thus enabling them to have a small-scale banana industry.

- "In natura support" is one of the methods most often practiced by *pesantrens*; a campaign wherein each family contributes five coconuts or one bag of cement enables them to build a 40-bed capacity dormitory.
- There are also traditions of large donation events, strong alumni support, and productive activities such as photocopy services, drug stores, mini-marts, and so on.

Taken in combination, these resources make *pesantren* truly self-sufficient institutions.

Small NGOs, those with three to ten full-time staff members, usually have an annual budget of $25,000 to $40,000. They rely on a variety of sources to maintain their two to five field projects, and their situation is enhanced by a strong voluntary tradition. This means that even though they have limited numbers of employees or activists, they are usually highly motivated persons who work long hours for modest compensation. These small NGOs are working to build more credibility, in order to attract more than the simple core support that they receive from funding agencies.

The slightly bigger NGOs have more resources. Since they generally receive support from several agencies, they are not totally dependent on any particular donor. However, some of them receive over 40% of their annual budget from one funding institution.

Many big NGOs, those with staffs of 50 to 300 people, have successfully diversified their resources. Not only can they handle large field programs, but some are also working with relatively large ($1 million - $2 million) trust funds or endowments. Among their productive enterprises are publishing, consultancy services, hatcheries-seedling farms, animal breeding, and consumer and industrial goods production (tomato sauce, mushrooms, office equipment).

Managerial Problems of NGOs

Even though some of the big NGOs struggle with financial management problems, at this scale of manpower they can still direct support to smaller NGOs. There are fewer than twenty such big NGOs in Indonesia, excluding the government-initiated and super-umbrella organizations such as HKTI, HNSI, FBSI.

NGOs with staffs of between ten and fifty people are relatively stable compared to the smaller voluntary agencies. Though not very big, they are able to plan for several years in advance. They can usually ensure their financial survival, but still need to develop their programs to achieve any significant impact. These agencies usually take on a combination of roles - implementors of field programs, sectoral innovators,

deliverers of services to small NGOs, and regional leaders in advocacy. But they still need strategic facilitation from others, core support, and upgrading of staff expertise.

A very common problem among big NGOs is their lack of relational or communication skills vis a vis smaller NGOs, especially those in remote areas. Because of this and the lack of information about big NGOs' activities and plans, the small NGOs sometimes are suspicious of or harbor biases against their larger counterparts in Jakarta.

Relations with the Government

NGOs in Indonesia have come under the close control of the government. The BINGOs, however, have better leverage and access to government decision-makers than do smaller agencies. Given this, and the fact that government reporting and endorsement requirements are more strongly imposed in the provinces than in Jakarta, the small, sub-national NGOs are worse off with respect to bureaucratic control.

To many, the ORMAS (Social Organization) Law issued in 1986 represents the clearest milestone of government attempts at social engineering. The law regulates the formulation of social organizations' missions, their registration, and program reporting. It also tightens control of external funding resources. The law's most threatening part is the power it awards to local government authorities to ban and dissolve social organizations in their region. Up to now, less than five organizations have been banned through this law. Yet the fear exists that government can at any point in the future become more forceful in the implementation of the ORMAS Law.

On a more positive note, the new 1988-1993 National Guidelines, and statements by ministers of the new cabinet, show an interest in more community and people's participation in the next five-year development program. For some NGOs, this somewhat balances the worry about the enforcement of a harsher ORMAS Law.

Many believe that these guidelines can form a basis for greater dialogue between various levels of government officials and NGOs. They see publication of the positive contributions of NGO programs as being helpful in relieving the tension created with some government officials as a result of NGO criticism of official policies on transmigration, forest management, the national lottery, and agricultural policy.

Perceptions of VRO and IPVO Roles

NGO perceptions of VROs (and NGOs having VRO-like functions) and IPVOs are changing. Five to ten years ago, most of the NGOs felt that having direct access to

the VROs and IPVOs would benefit them solely in the area of financial support, as competition for funds was strong.

Currently the NGO community has a more sophisticated understanding about different types of support available from VROs and IPVOs. Some have managed to work with several VROs, thus building trust and allaying prior fund-raising concerns. However, smaller NGOs still worry that the coalition of thirteen big Indonesian NGOs to visit Canada, Australia, and West Germany will, in effect, limit their direct access to external funding.

The NGOs' main demands of VROs include training opportunities and other staff development efforts. One of the latest ideas growing from VRO-NGO talks was to have personnel from big NGOs or VROs work six to twelve months in smaller voluntary agencies, in order to develop the management capability of such NGOs.

Some voluntary agencies feel that the training that they received has not provided them with adequate tools for effective field work; they contend that many of the training sessions place undue emphasis on awareness creation rather than on specific development tools. Also, they say the follow-up on such training is usually weak.

Technical consultancy by VROs to improve NGO programs and certain management techniques (such as planning or finance management methods) was one of the services most frequently desired by NGOs. In addition, many of the NGOs think that the VROs in Jakarta should play a bigger and more significant role in advocacy and, to a certain extent, should provide the NGOs with a political umbrella.

INTERNATIONAL PRIVATE VOLUNTARY ORGANIZATIONS IN INDONESIA

Numerous IPVOs have been working in Indonesia for many years. The majority, especially those with a religious affiliation, began as charity or relief agencies and continue to work as such. No matter what the roots of IPVOs working in Indonesia, they can be categorized into two groups: those concentrating on training and research programs at the tertiary level, such as the Asia, Ford, and Rockefeller Foundations, and the Agricultural Development Council; and those concentrating on health, vocational training, community development, nutrition, and emergency relief projects, such as CARE, Save the Children Federation, and Helen Keller International.

An article in Prisma magazine described the IPVO situation as follows: *"These organizations, like their Indonesian counterparts, are highly diverse in composition, orientation, and capabilities. Some of them have developed special expertise in particular types of cost-effective service delivery and infrastructure construction systems and have focused on such activities throughout the past two decades. In doing so, they have, for the most*

part, proven themselves capable of mobilizing various sources of domestic and international money in support of their activities. At the same time, however, they have tended not to forge relationships with Indonesian NGOs except to the extent that those organizations are seen to possess capabilities which support their own organization's objectives. Such groups have not exhibited much interest in assisting in the institutional development of Indonesian groups."

The situation has changed somewhat because foreign donor agencies, including the World Bank, are becoming more involved with NGOs. But it generally still holds true that IPVOs are not closely tied to Indonesian NGOs, except in the case of the few organizations that have long cultivated such ties.

Field Activities

Some IPVOs, like Foster Parents Plan International and Christian Children's Fund, have an extensive presence in a few geographical areas and use cash grants for families and training courses for mothers to improve health, nutritional and educational standards. They also fund small infrastructure projects such as the construction of wells and school buildings. Others, like Helen Keller International, work almost exclusively through the Indonesian Central Government.

The Ford Foundation and the Asia Foundation have no field programs or field personnel of their own, but have extensive experience supporting development by working with and through Indonesian NGOs. They fund projects as varied as the Indonesian NGOs themselves; land and water management, rural community development, employment generation, child survival, education, legal services, media, and human resource development, to name a few. Volunteers in Asia (VIA), on the other hand, funds no projects, but provides volunteer teachers or language resource personnel who are supported fully by the schools, government departments, and NGOs where they work.

CARE began in Indonesia purely as a relief agency, delivering food supplied by the American Government. It later expanded into community development, and now has three main focus areas: rural community water supply, community health, and dry land farming. CARE works closely with the Indonesian Government, especially at the local level.

IPVO-Indonesian NGO Relations

The Ford Foundation has a constant working relationship with LP3ES, Bina Swadaya, and other groups. The Asia Foundation has had a strong relationship with

YPMD in Irian Jaya, and is currently focusing on Eastern Indonesian NGOs, especially through Yayasan Alpha Omega in Kupang, East Nusatenggara. Both foundations have good relations with the Indonesian NGO community in general and will continue to play an important role. VIA also has good relations with the NGOs, since its volunteers are seen by many as adaptable and helpful.

At one time CARE had little satisfactory formal cooperation with NGOs, and there were disappointments and misunderstandings. However, of late CARE has made a number of successful NGO contacts through exchange of information and training. In 1986, CARE submitted a proposal to CIDA for a block grant to support NGO activities. The plan was later shelved, as neither CARE nor CIDA felt it was appropriate for CARE to be involved with the NGO Group of Thirteen. For their part, some NGOs felt that because of CARE's close work with the government, the resources might be diverted from the voluntary sector to the government.

IPVO Perception of NGO and VRO Needs

The IPVOs interviewed felt that local NGOs could definitely benefit from improved management (especially financial management) capabilities. They frequently cited the trainings with the Manitoba Institute of Management (MIM), and suggested that such training be extended to smaller local groups. IPVOs corroborated that NGOs felt a need for domestic fund-raising skills, more core support, and better job security for staff, to reverse high turn-over rates and turn small agencies into legitimate career options for young people.

VIA perceived a change in the needs of NGOs over the last decade, in that it had received requests for volunteers to perform information accessing and facilitation roles versus the previously-requested "hands-on" roles. VIA feels that this is evidence of NGO institutional progress. It seems that the NGOs feel confident in performing all field functions; they now seek help in gaining access to and using information, especially as it relates to the use of the English language. VIA feels its volunteers are successful in these roles because they are trained to be flexible, and adapt to the varied institutional needs of NGOs.

The IPVOs also expressed concern over the role VROs and larger NGOs are now playing in relation to the smaller groups. They saw the larger groups as bureaucratic and hierarchical, with a tendency to grab all available resources from funding agencies. IPVOs also noted that some VRO personnel did not get out into the field often enough, and that too many of their resources were concentrated in Jakarta. They saw this causing resentment among the small sub-national groups, which seemed wary of the fora and joint activities dominated by the Jakarta BINGOs.

As, some felt that this wariness stems from lack of communication, IPVOs suggested that the VROs and larger NGOs should concertedly improve their communications with local and regional groups, to better explain what kinds of inter-NGO activities are occurring and to involve smaller agencies.

Other IPVOs perceived that while many NGOs now need access to training, even the best training programs tend to lack follow-up – a symptom of these poor communications. Therefore, as problems arise, NGO managers and other ex-trainees are less able to problem-solve and apply their new knowledge effectively. Short-term consultancies can provide specific knowledge, but have generally failed to cement wide ranges of skills.

IPVO Views of Their Own Roles

IPVOs saw providing management skills and core support to smaller Indonesian NGOs as their most important potential role. They voiced a distinct preference for working directly with sub-national groups, and encouraged Indonesian VROs to assist them in this as well.

The Ford Foundation felt that IPVOs could provide funding and encouragement for VRO personnel to get out into the field, perhaps in the form of long-term consultancies where VRO personnel would work in smaller local NGOs for three to six months. Another possibility cited was the funding of internships, wherein the staff of small NGOs would spend time with the larger organizations. However, it was acknowledged that small NGOs can usually ill-afford to lose key personnel for extended periods of time.

The Asia Foundation also felt that IPVOs could help develop sub-national VROs in the outlying areas by providing core and technical support, on the model of YPMD in Irian Jaya. The experience of VROs in Solo, Irian, and NTT clearly shows their value in providing services to small NGOs in a way that the Jakarta VROs cannot. However, attempts to set up similar VROs in North Sumatra, Surabaya, and Yogya have not yet come to fruition.

While IPVOs such as the Asia Foundation and certain VROs might have the experience and resources to establish or initially support small NGOs, the problem seems to lie in maintaining them over time. The IPVOs called for a fairly long-term funding commitment from a donor agency for core support and for technical and management services.

RECOMMENDATIONS FOR VROs AND IPVOs

1. DEVELOP AND STRENGTHEN LOCAL OR OUTER-ISLAND VROs AND NGO NETWORKS

Because of Indonesia's far-flung geography and heterogeneity, Jakarta-based VROs clearly cannot properly meet all NGO needs. The increasing capability of NGOs in remote areas accentuates the need for VRO help at the sub-national level. The experience of successful sub-national VROs such as YPMD and the decentralization strategy of P3M provide some successful examples.

Such a program would require a concentrated effort to establish, coordinate, support, and follow-up with sub-national organizations. This would require a medium-term commitment of funds from a donor agency, and initially intensive and then decreasing commitment for services by one or more VROs. In the case of an umbrella organization or network delivering such services, the cooperation of sub-national NGOs would be essential.

2. IMPROVE NGO DEVELOPMENT METHODOLOGIES

Sustaining and expanding development - especially in the needy outer islands of Sumatra and Sulawesi - demands stronger and more effective participation by entire communities and their sub-groups of women, youth, and others. NGOs need help to break traditional molds, and become creative and proficient at using interactive methods and materials which empower local citizens to change their own environment and socio-economic position. VROs and accomplished IPVOs should collaborate in the field to build NGO capacities in new development communications approaches, with consistent follow-up as an integral part of their strategy.

3. DEVELOP MANAGEMENT CAPABILITIES OF NGOs

The NGOs' Management Development Program, which successfully adapted MIM training techniques to Indonesian needs and conditions, produced favorable results. It showed that well-planned and well-adapted management training programs and consultancies can appreciably strengthen NGO skills, without compromising the grass roots base which gives NGOs their strength.

The number of sub-national NGOs which this program currently reaches is still small; so there is definitely ample room for an IPVO or donor agency to support parallel programs which could include apprenticeship, exchanges, or similar exposure to other NGOs. There is also presently a demand for financial management workshops for non-financial managers.

Along the same lines, another program could provide long-term (three to six months) consultancies by placing VRO personnel with smaller local NGOs. The need for on-the-job assistance to NGOs is strongly felt.

4. STRATEGIC FACILITATION

The key word here is strategic. IPVOs might be able to provide crucial input about how to best use resources or skills. By providing training, workshops, or consultancies or simply serving as catalysts, IPVOs can help NGOs analyze their problems, make inventories, arrive at more focused commitment of resources, and take a more active role in setting their own directions through strategic long-term planning.

The most visionary and promising dimension of this, of course, will be accelerating and expanding development through NGO strategies which not only successfully align resources but also align resource groups, such as communities, other NGOs, local government, VROs, IPVOs.

5. ENSURING TRAINING/WORKSHOP FOLLOW-UPS

Workshops and trainings now proliferate among NGOs, especially in larger cities. But as there is often very weak follow-up, IPVOs can enhance such workshops, through plans which maintain ties between participants and trainers after training is completed. For example, they might provide funding for follow-up activity; or they might actually help organize communications fora and projects with VROs to build on training activities.

6. IMPROVED DOMESTIC FUND-RAISING CAPABILITIES

As the results of a 1985 NGO self-assessment study revealed, Indonesian NGOs generally are not worried about an over-dependency on foreign funding. In fact, both NGOs and IPVOs here recognize the difficulty NGOs face in obtaining core support. Therefore, many feel that NGOs need help to develop fund-raising skills and techniques specific to the Indonesian context.

Workshops to share successful fund-raising models and to propose new ones could be extremely useful. The models generated in these workshops could be tested via pilot projects. IPVOs could assist by providing seed capital, technical support, and ways in which NGOs can leverage funds from the Indonesian private sector.

7. CONDUCT JOINT PUBLIC RELATIONS CAMPAIGNS

Communications about and between NGOs must be improved. To this end, VROs should launch public relations campaigns directed toward the public, to better inform it about voluntary activities; to the government, especially at the local level, to allay fears about NGOs that stem from lack of information; and to other NGOs, to improve communications and collaboration where possible. IPVOs can play a vital role by assisting a core of public relations professionals who will work to promote NGOs, and by lending the prestige of their good names to the NGO efforts.

8. HAVE IPVOs ADVOCATE PARTICIPATORY DEVELOPMENT

The fact that the Indonesian Government is very open to input from IPVOs can become a platform for advocacy on behalf of Indonesian NGOs. By including NGOs in their programs and encouraging the government to do so, IPVOs can help indigenous groups gain respect in the eyes of the government.

9. DEVELOP POLICY ADVOCACY INFORMATION-GENERATING SKILLS

Although many NGOs have had a strong influence on government policies, especially where their project techniques were adopted by government agencies, only a few have managed to transform policy advocacy and issue-lobbying into a routine activity. One of the main problems is lack of hard data to sustain such attempts.

Because of the highly sensitive nature of Indonesian politics, such advocacy is not entered into lightly. However, venerable groups like YLK and LBH are proof that through a combination of personal finesse and political insight, such activity can be highly productive. Also, the fact that provincial governments also do not have hard data makes this approach very effective.

Although formal training under the title 'lobbying' or 'advocacy' might be sensitive due to the political connotations, such a program can tread lightly until it became officially accepted. The key would be choice of wording, as the government is very reactive to buzz words it does not like. Such a program might combine diplomatic and mediation skills with practical tactics for generating information on NGO issues, and presenting it in forms that leverage public opinion without threatening the government.

10. INCLUDE MORE NGOs IN VRO INITIATIVES AND PROGRAMS

VROs can make more efforts to include small NGOs from the planning to the implementation and evaluation stages. This will improve communication between VROs and NGOs, encourage democracy, and ensure a transfer of skills from more experienced to less experienced groups.

11. IPVO BLOCK GRANT MANAGEMENT

Because of inter-regional and inter-organizational rivalry, many NGOs greatly resent it when an Indonesian VRO administers a block grant. This has created fear and anxiety in the past about hierarchical relationships. Such problems are mitigated when an IPVO manages the block grant, because of the generally high level of trust toward such groups.

UPDATE ON STUDY

This study has taken on a life of its own, and has rapidly grown beyond its original bounds and the initial conclusions. Its preliminary conclusions were shared at two development-related national meetings in the presence of German and Australian development agencies, and at three regional NGO dialogues. These discussions quickly spawned interest in further studies and actions, including plans for several follow-up publications related to this report's objectives.

This and other evidence indicates that the study is on target in making concrete suggestions for; more focused participation of IPVOs in Indonesian development, improved services from the Indonesian VROs, and stronger skills and coordination among Indonesian NGOs.

GLOSSARY

ACFOA	Australian Council for Overseas Aid, a coalition of Australian PVOs working overseas
AIDAB	Australian International Development Aid Board
BAPPENAS	Badan Perancang Pembangun Nasional, National Planning Board
Bina Desa	Also called INDHRRA, the Indonesian Development for Human Resources in the Rural Areas
Bina Swadaya	Also called Yayasan Bina Swadaya, an Indonesian NGO promoting Usaha Bersama (pre-cooperative groups)
BINGO	Big Indonesian Non-Governmental Organization
BK3	Credit Union and Cooperatives Organization
BK3S	Badan Kerjasama dan Koordinasi untuk Kesejahteraan Sosial, Coordination Bureau for Social Welfare
BKPPASI	Joint Cooperation for the promotion of breastfeeding
CARE	Cooperative for American Relief Everywhere
CIDA	Canadian International Development Agency
DNIKS	Dewan Nasional untuk Kesejahteraan Sosial, National Council for Social Welfare of the Department of Social Affairs
Dian Desa	Also called Yayasan Dian Desa, an Indonesian NGO that promotes appropriate technologies
FNS	Friederich Naumann Stiftung, a foundation affiliated with the Liberal Democratic Party of the Federal Republic of Germany
FKKPAI	Forum of Cooperation for children's welfare
FORUM LSM DIY	Yogyakarta NGOs' forum of communication
Group of 13	See Kelompok 13
HKI	Helen Keller International, a USPVO that promotes efforts to eliminate nutritional blindness
IGGI	Inter-Government Group on Indonesia, a donors' club of countries supporting Indonesia's development
INGI	International NGO Conference on IGGI matters

GLOSSARY

JARI	Action Research Network of Indonesia
Kelompok 13	Group of 13, a working group and communication forum consist ing of 13 Indonesian NGOs trying to establish a vertical relationship with key government officials. It consists of: Bina Desa, Dian Desa, LBH, LP3ES,LSP, BK3, PKBI, P3M, WALHI, YIS, YLKI and YPMD
KRAPP	Pesticides Action Network Indonesia
KSPPM	NGO in North Sumatra working in environment and rural development
LBH	Lembaga Bantuan Hukum, Legal Aid Institute
LP3ES	Lembaga Penelitian Pendidikan dan Peneragnan Ekonomi dan Sosial, the Institute for Economic and Social Research,Education and Information
LPSM	Lembaga Pebina Swadaya Masyarakat, Promoter Organization of Community Self-Reliance
LSM	Lembaga Swadaya Masyarakat, community self-reliance organization
MIM	Manitoba Institute of Management
NGO	Non-Government Organization, used here to refer to Indonesian organizations with field programs exhibiting a development (as opposed to welfare) orientation
NOVIB	A Dutch humanitarian funding agency
NTB	Nusatenggara Barat, West Lesser Sunda Island Province
NTT	Nusatenggara Timur, East Lesser Sunda Islands Province
ORMAS Law	Mass Organization Law of the Republic of Indonesia, passed in July 1987
PKBI	Perhimpunan Keluarga Berencana Indonesia, the Indonesian Planned Parenthood Association
P3M	Association for Pesantrent and Community Development
PPA	NGO in agribusiness development
PEKERTI	NGO in handicraft development
IPVO	International Private Voluntary Organization

PEKERTI	NGO in handicraft development
IPVO	International Private Voluntary Organization
SKEPHI	Secretariat for Tropical Forest Campaigns
SKREPP	Secretariat for Pollution Control
TAF	The Asia Foundation, a USPVO
UNEP	United Nations Environmental Program
VIA	Volunteers in Asia
VRO	Voluntary Resource Organization, used here to refer to voluntary organizations providing support, services, or networking skills to the NGOs
WALHI	Wahana Lingkungan Hidup Indonesia, an NGO network that promotes environmental awareness
WCED	World Commission on Environment and Development
WKB	Warung Kopi Bandung, communication forum for NGOs in Bandung, West Java
WIM	Communication Forum for NGOs in Medan, North Sumatra
WWF	World Wildlife Fund
YIS	Yayasan Indonesia Sejahtera, an NGO that promotes public health
YLKI	Yayasan Lembaga Konsumen Indonesia, the Indonesian Consumer Organization
YKB	Yayasan Kusuma Buana, an NGO that promotes health
YPMD	Yayasan Pembangunan Masyarakat Desa, an Indonesian organization that conducts research and community development in Irian Jaya
YSTM	Yayasan Sosial Tani Membangun, previous name of Bina Swadaya

APPENDIX

EXAMPLES OF INDONESIAN VROs

Wahana Lingkungan Hidup Indonesia (WALHI)

According to its mandate as a networking secretariat, the Indonesian Environmental Forum (WALHI), founded in 1980, does not work directly in the field. All field programs are delivered through cooperation with local NGOs; therefore one of WALHI's roles is to strengthen the NGOs in implementing such programs. Hence, since its inception, WALHI has functioned simultaneously in creating environmental awareness while facilitating the growth of community self-reliance.

WALHI employs a mechanism to adjust its priority-setting: an open and intensive self-evaluation process.

Thus, priorities have changed several times. At the national consensus level, WALHI holds a national meeting every three years, during which 120 to 150 NGOs active in environment and development come to evaluate previous accomplishments and failures, and to discuss future priorities for WALHI. The NGOs also choose a number of persons (at present thirteen) who will function as WALHI's board members for a period of three years.

The elected board members meet every six months to plan, monitor, supervise, and evaluate WALHI's program jointly with the Executive Secretariat, incorporating the aspirations of NGOs in each region as well as assessing WALHI's direction as a national movement.

This mechanism has not only built democratic decision-making and self-evaluation, but the flexibility that an environmental organization needs to respond to micro and macro challenges.

At the national level, due to broad political challenges, the BINGOs have enhanced their joint collaboration to handle macro challenges. Having the credibility of a network secretariat, WALHI plays a catalytic role in crystallizing processes among the BINGOs.

Since its beginning, WALHI has facilitated larger NGOs helping smaller agencies by sharing information, expertise, facilities, etc. Experiences show that larger NGOs usually do not mind this sharing process, but sometimes are too absorbed with their own problems to initiate or maintain this interaction. Still, WALHI considers this process important to the growth of smaller NGOs in the regions that have little access to resources.

WALHI's total staff, from director to clerical employees working on a permanent or minimum three-year basis, number twenty. In addition, there are fifteen to twenty persons working on an annual part-time or voluntary basis.

During its decade of operation, WALHI has received support from more than 25 agencies. Its main source of core support comes from the Friends of the Environment and DML.

Major project funding currently comes from WWF, PACT, USAID, and CIDA. Funding from the government has never exceeded 4% of WALHI's annual revenues. The overhead to total grant-received ratio is kept at 12% to 17% annually.

Current WALHI programs and commitments include NGO networking, both issue-oriented (pollution,economic issues, etc.) as well as making connections between local, regional, national, and international levels. Through trainings, workshops and technical assistance, WALHI works on NGO empowerment, either in environmental awareness development or special skills development (management, consultancy, fundraising, etc.)

WALHI also conducts advocacy resource development, which includes offering information clearinghouse services, organizing investigative reporting/journalistic skills development, facilitating simple environmental monitoring programs and, at the grassroots level, organizing 'Barefoot' Environmental Impact Assessment workshops.

As a VRO, WALHI is facing a problem because of the vastness and heterogeneity of its participants, making it difficult to focus or prioritize its services. With its fluctuating income and limited staff, WALHI is always unable to keep up with outside demands and is spread thin in its activities. It has also had difficulty assessing the impact of its programs for NGOs.

In the future, WALHI plans to strengthen a focal number of NGOs with strategic positions, so that eventually these will be developed into regional/local VROs.

WALHI would like to see concerted efforts with other VROs and IPVOs in developing these regional VROs, where each can share their resources.

Perhimpunan Pengembangan Pesantren Dan Masyarakat (P3M)

When the Indonesian Society for Pesantren and Community development (P3M) was founded in 1983, it started on a large scale. Leaders from other BINGOs used to joke that P3M was born directly as a 'first world' NGO without going through the beginning process as 'third world' NGO.

P3M started with a joint leadership of several strong and committed NGO and pesantren leaders, and secured funding for several years from the German foundation FNS, which easily attracted additional support from Novib, TAF, CUSO, Ford Foundation and other groups. It also started with the clear and easily identifiable target-groups of established and self-reliant pesantrens, some of which have existed for decades with strong counterpart support from the big founder NGOs.

In a relatively short time, the growth of P3M was dramatic. In under five years, P3M was able to establish communication and cooperation with 680 pesantrens scattered in fifteen provinces, and with seventeen other NGOs through joint activities.

Together with ten progressive pesantrens in Java, Sumatra, South Sulawesi, Lampung, West Kalimantan and West Nusa Tenggara, P3M has set up ten service units in the areas of social community leadership, entrepreneurship and management, agricultural and agribusiness technology, documentation and information services, alternative education, socio-economic cultural study and research, and women in development.

Through its Education and Development program, P3M has carried out 81 trainings, attended by a total of 2,093 participants from 680 pesantrens. It has also organized a total of 43 seminars and workshops, attended by 1,048 participants from 543 pesantrens. As a result, 47 pesantrens have been able to develop small-scale village entrepreneurs organized in 141 groups.

P3M publishes a quarterly, in addition to almost twenty books on Islamic studies and community development methodologies.

The above-mentioned programs and activities are managed and implemented by a full-time staff of eight and five volunteers in the supporting and coordinating unit office in Jakarta, 21 staff members in ten pesantren/community service units, and 310 motivators in 120 participating pesantrens containing 288 self-help action groups.

Meanwhile, the rapid growth has not been without a price. Several problems and weaknesses felt by P3M and self-reflections show that its rate of growth has been too fast, especially given the many nuances among the programs and the target groups it assists, not to mention among its counterpart NGOs. It sees its level of efficiency and effectiveness as still too low, and its staff capacity not able to support solutions for the problems facing the organization. For instance, P3M is now facing the problem of marketing its ever-growing number of publications.

P3M also found that the bulk of the program was geared more toward building the institution and its service units than toward awareness-building. At the same time, the approach of the service units still work in its concept, design methodology, and its supporting facilities.

Problems also came from differences among the strong and committed people in the leadership of P3M. The P3M director stated that one need of P3M is to learn about 'coalition science' if such a thing exists.

Realizing all this, P3M has started working on strategic management efforts. Equipped with the institutional, staff, and activity system built up, it is launching an intensive effort to remove all internal and external impediments, and to open new

opportunities for assisting self-help promoters and self-help organizations for the economic and social transformation of underprivileged communities.

Dana Mitra Lingkungan (DML)

Dan Mitra Lingkungan (DML), or Friends of the Environment Fund, was established by prominent business people, environmental NGO activists and the state Minister of Environment and Development Control (now called State Minister for Population and the Environment). Even though this foundation uses a soft-sell approach, in five years of conscientization efforts and fundraising it has successfully collected an endowment of over $300,000, with which it supports environment-related NGO activities.

DML has provided various supports to environment and development programs in Indonesia, such as the publication Suara Alam and Voice of Nature magazines by the Green Indonesia Foundation. It has also sponsored about 40 young Indonesian explorers for the international scientific and adventure expeditions called Operation Raleigh to Seram. Income from the endowment also provides about 50% to 60% of WALHI's annual core support, and also funds projects for small NGOs.

DML has been able to do this by bringing business leaders and executives together with bankers, ministers, foreign dignitaries, film stars, and other public figures in fund-raising events. Due mainly to the prestige associated with such functions, companies have been willing to donate thousands of dollars to the environmental cause.

Although this model has not yet been successfully replicated by other groups, there are clearly lessons to be learned from its existence.

Wahana Informasi Masyarakat (WIM)

WIM is a networking organization among North Sumatran NGOs. It was established by more than twenty local NGOs in 1986. The initial support for this networking institution came from the Asia Foundation.

The local NGOs were very eager to extend their work via joint programs on various issues, even though warning was given at the time that working together required more than just motivation, that sacrifices in terms of more work and manpower were essential, and that NGOs had to carefully measure their capability to expand programs.

In the initiation of WIM, support from local NGOs alone prove to be inadequate; so others pitched in. The first WIM full-time worker was trained in Bina Swadaya, but it then took her almost a year to return to North Sumatra. WIM itself was dependent on external funding, namely that of the Asia Foundation. Other VROs involved in supporting WIM were Bina Desa and WALHI. Support from local NGOs to WIM came consistently from KSPPM. Support from other VROs and NGOs was irregular since they themselves had survival problems.

Support from the Asia Foundation was to be terminated sometime in 1988, due to its difficulties in getting funds for strengthening Indonesian NGOs. WIM, with its two full-time staff members, is now in a critical stage. WALHI is now trying to support this network by jointly organizing a Journalism Training for North Sumatran NGOs.

WIM has discussed similar efforts with Bina Desa and other VROs. WIM has enough of a proven track record in delivering programs but not enough capacity to expand, and its problems are not only related to internal management. There is a hostile climate in the region of North Sumatra to pioneering efforts. For more than two years, WIM staff say they have had to work under heavy criticism and suspicion from their own NGO colleagues. WIM's acceptability was unquestioned because it was the North Sumatran NGOs themselves that agreed to create WIM. Yet, their pressure continues, and unless the North Sumatran NGOs are willing to ease the pressure they place on their own networking institution, the maturing process will be very slow and painful. To strengthen itself, WIM could use a combination of institutional services for staff development, core support and efforts to improve its constituent support. Trainings, technical assistance and apprenticeships are among the few staff development measures that could be beneficial to WIM. Another important WIM need is the services of one senior staff member from a more established networking institution to work with WIM for a period of six to twelve months.

Yayasan Mandiri and Warung Kopi Bandung

The Bandung-based NGOs are colored with campus dynamics. Their activist, if not the tough and dedicated mountain climber, is likely to be an activist from the student movement. Their members are working on specific issues such as appropriate technology, population, health and sanitation, environment and development issues, re-greening, human rights, slum area improvement and issues related to the informal sector.

One of the leading NGOs in Bandung is Yayasan Mandiri (Mandiri Foundation), which is active in the field of appropriate technology, community development and environmental issues. The foundation was established in 1979, with water supply in Pabelan village-central Java as their first program. The water project was part of the LP3ES program on pesantren development.

Using their expertise in appropriate technology, Yayasan Mandiri grew with the support of Indonesian VROs, US and European PVOs. One of the early supporters of Mandiri was the Asia Foundation. With the Information Program on Appropriate Technology Issues, Mandiri demonstrated its viability. This information program support from the Asia Foundation proved to be actually a kind of core support.

The second of WALHI's National Meetings in 1983 was held in Bandung, and was organized by a joint committee coming from several Bandung NGOs. As the follow-up to the National Meeting, a joint program of re-greening North Bandung was established. The program committee was then developed into a new NGO entity which was active in re-greening and environmental education programs.

Efforts to establish linkages among other Bandung or West Java organizations did not stop. Yayasan Mandiri started to organize an NGO 'get-together' about three years ago. This initiative was received with appreciation by many Bandung NGOs, and from then on they agreed to have an informal NGO Forum called Warung Kopi Bandung (WKB) or Bandung Coffee Shop.

The continuation of WKB was closely linked with the attention given it by the Mandiri Foundation. There was a period of almost a year when nothing was heard about WKB, a period during which the change of leadership in Yayasan Mandiri was taking place. After internal management problems were taken care of, Yayasan Mandiri started up the Warung Kopi Bandung activities again.

Since the second quarter of 1988, the Warung Kopi Bandung has had a routine get-together every month, organized by different NGOs each time. Hopefully, by next year the tradition of organizing joint efforts with equal division of labor will be strong enough to keep the networking momentum alive by itself. As Mandiri matures and strengthens, so does the WKB. Two years ago, Mandiri had an annual budget of $40,000 and four full-time staff. This year they expect $100,000 with nine full-time staff. Yayasan Mandiri now receives a block grant from German Appropriate Technology (GATE). Its program of Technical Assistance for Public Workshops is funded by SWISS CONTACT and Pesantren Development in collaboration with P3M. A small number of workshops, trainings and seminars, is being organized with the collaboration of other VROs and NGOs.

The main problem of Yayasan Mandiri is manpower. From the start-up period, Mandiri has been struggling to maintain a qualified full-time staff. It now has several of the best minds in computer, industrial, mechanical and civil engineering, but the problem of manpower has not yet been fully resolved. Some of the staff members are requesting changes in the nature of their work, and it is unclear whether or not Mandiri will be able to offer them associated challenges and compensation.

NEPAL

OF SPECIAL NOTE IN NEPAL

Voluntary Groups

- Nepal's voluntary tradition dates back thousands of years; yet even today, hindrances such as the rugged terrain keep indigenous action groups isolated and remote from necessary assistance.
- With help, NGOs large and small are gradually getting to their professional feet, but require more support in the field.
- A venerable, yet-untapped force for popular change is embodied in the many informal and semi-formal people's associations, which have sprung up throughout the rural tracts.

Voluntary Resource Organizations

- The country has only one major VRO, the Social Service National Coordination Council (SSNCC), which exerts coordinative and resource influence through its special committees.
- However, the SSNCC has a separate, active Technical Division, which now delivers VRO-type training and other program services to voluntary groups located within and outside the Kathmandu valley.

International Private Voluntary Organizations

- Several IPVOs share a notable track record for assisting national NGOs with methodology and technical matters.
- Other IPVOs are in a good position to strengthen Nepali voluntarism, but they have not acted, in part because of competing priorities such as direct community operations.
- IPVOs have also missed opportunities among themselves; district studies reveal non-coordination and even, competition among some of them, causing confusion among local government and NGO staff.

Bi-Laterals, Other Donors, UN Agencies, Other Multi-Laterals

- Most external resource bodies have yet to recognize ways of harnessing the vast grassroots energies among NGOs and people's associations.
- However, a few such as UNDP and USAID are supporting programs to build the SSNCC's VRO talents, and in the process to increase NGO capacities, teamwork, and projects worthy of funding.

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OVERVIEW OF VOLUNTARISM IN NEPAL

HISTORY OF THE VOLUNTARY SECTOR

The Roots of Group Action

NGOs in Nepal as legal development entities are young, but their voluntary antecedents are venerable. Nepali institutions are, depending on viewpoint, either freer or deprived of the international influences their southern neighbors hold, since they were not originally linked to world colonial rule. Throughout South Asia, NGO movements are trying to galvanize community will and action by recreating a sense of community which pre-dated such rule, while melding this to modern democratic and collectively beneficial change.

For millennia, as a recent book by I.B. Shah recounts in fine detail, community groups, usually religious ones based on land endowments, helped protect society's disadvantaged while supporting local development. From the most ancient times, "Punya" (merit) and "Kirti" (eternal fame) were concepts of voluntary activity often supported by ancient kings, associated patrons, and surviving royal wives, in some cases with active"community participation."

Some development theorists would be surprised to discover medieval kings exempting from taxes groups showing signs of greater self-reliance. The kings explored measures to streamline public institutions in favor of the allegedly feudal "private sector."

The semi-formal action groups that emerged in communities, followed by national present-day NGOs, are a natural outgrowth of these institutional traditions, and of the ethic of caring for one's own in a land where communities are scattered over hills and separated by formidable tracts.

An Enduring Movement

At the grassroots level, surviving informal associations, such as "guthi" (endowed religious-based groups with social purposes), "parma" (labor sharing societies), and "dhikuri" (credit associations) are significant phenomena. They reflect the predisposition for self-development among the Nepali people that is very much alive yet underutilized in present-day national strategies. In sporadic coverage of 21 districts by the research teams in the study, over 250 such informal institutions were identified.

As a more formal part of the same milieu, small NGOs have evolved outside Nepal's primary center of Kathmandu, sought registration from their local community development offices (CDOs) and eventually from the central registration body, the SSNCC. Today, of the more than 140 NGOs registered centrally, approximately 82 are located outside Kathmandu valley.

Larger, primarily Kathmandu-based national NGOs have a better recorded history. A few social organizations emerged in the latter part of the "Rana" period. This included the first women's NGO (Mahila Samity, 1917-1918), which aimed to encourage handloom industries for women. It was quickly disbanded when it brought into uncomfortable focus the real-life conditions of rural women. Only in the late 1940s did women's NGOs re-emerge. The famous 'grandfather' organizations of the NGO movement in Nepal, including Paropakar, Aushadhalaya, and Shree Chandra Kamadhenu Charka Pracharak Mahaguthi, were founded in the Rana Period and exist to this day, although their names have changed. To a large degree, however, social organizing was discouraged by the Ranas, along with education and other 'suspicious' activities.

Political Changes

With the return to power of the Shah Dynasty in 1951 came an experimental period with a party system, the eventual set-up of the panchayat system, and more constitutional guarantees to protect basic human rights and meet community needs. The climate proved right for the rapid growth of NGOs in the country. In the 1950s and 1960s, with links to the outside world also growing, the Rotary Clubs, the Red Cross, the Nepal Children's Organization and similar groups emerged. Other purely indigenous groups worked on problems of depressed castes, protection of beggars and disabled, and other social causes. They also found a more favorable environment in which to grow into formal and semi-formal bodies.

Thus the voluntary sector, associated with royalty and traditional bodies from ancient times, never lost its associations - as was the case in India and other South Asian countries, where clear separations between government and voluntary sectors became accentuated following independence. The creation of the SSNCC as the main umbrella body for NGO registration, coordination with government, and (of late) training, occurred by an act of the king in 1977. This act, in fact, has given increased visibility and credibility to Nepali NGOs and has helped build connections between them.

Even those who advocate the promotion of NGO activity beyond that of the SSNCC umbrella affirm the importance of royal sanction and government support for the voluntary sector. Most Nepalis of social conscience, even those desiring systemic changes in the country, are proud of their institutional heritage and the historical connection of social service and social change organizations to the Royal Family. Today, with over 40 international agencies, an estimated 150 registered national NGOs, hundreds of groups registered at the CDO level, and many more informal associations, the challenge is to help voluntarism speed up urgently-needed change through coordination and intensified NGO capacity-building.

THE CURRENT SITUATION

The Analytical Framework

In Nepal, as in the rest of South Asia, NGOs work across a sort of operational continuum. This begins with traditional social service delivery, and progresses to sustained and gradually expanding development promotion, with most agencies falling somewhere between numbers one and five below (See ❋ "NGO Missions" Box in Regional Overview).

1. Social service delivery;
2. Mixed service delivery and development promotion;
3. Development promotion only;
4. Sustainable local development promotion only; and
5. Sustainable and geographically extendable development.

Many of Nepal's better mixed social service delivery/development promotion agencies are gradually maturing into stronger, more professional development catalysts. The problem in Nepal has been a shortfall in ongoing assistance to speed up such evolution.

Voluntary Resource Organizations (VROs)

Apart from purely operational agencies, certain NGOs in South Asia are established as, or evolve into, Voluntary Resource Organizations (VROs). The VROs fall along the following continuum:

1. **Secretariat or apex functions,** such as coordinating actions and communications among NGOs, including grant channeling in some cases;
2. **Delivery of development services,** such as training, technical assistance, institution-building, advice, information exchange;
3. **Strategy support and facilitation,** including brokering relations within and outside the voluntary sector, building local human resources, and other forms of long-range program-building with one or several agencies.

The study finds that, unlike in the rest of South Asia, there is only one major VRO in Nepal, the Social Services National Coordination Council (SSNCC). The Council is an apex body which links over 40 IPVOs (operational, intermediary, and donor), approximately 150 registered NGOs, and hundreds more registered with the Nepali

Government at local CDO levels. The SSNCC, initiated by a 1977 act of the king, was intended to help the country cope with its growing number of NGOs, many of which were seeking assistance from, or seeking to work with, outside agencies.

Technically a non-governmental autonomous body, but still chaired by Her Majesty, the Council has a steering group of ministry officials and representatives from the SSNCC's six committees for Health, Youth Services, Community Services, Women's Services, Children's Services, and Hindu Religion. These separate committees were formed to target assistance to distinct kinds of NGOs, and to avoid duplication of voluntary efforts; to intensify development progress through social organizations; and to bring uniformity of national and international aid to the voluntary sector.

A recent SSNCC publication lists more specific objectives:

- increasing NGO productivity
- providing coordination, monitoring and counseling
- procuring financial and material assistance for NGOs
- providing policy guidance for program development
- helping with evaluation
- improving NGO efficiency and capacities
- channeling funds from the Nepal Government as well as external sources

Underscoring all of this is the official desire to better align government and voluntary action. This is a pivotal concept in Nepal, and both official and non-governmental sensitivities turn on it. For while improved alignment may raise the national potential for voluntarism, it also raises competing issues of the voluntary sector's perceived right to independent judgment and popular action; and of the government's sovereign right to define the outside assistance it receives, and its need to maximize the use of limited resources.

While other Asian countries also struggle with these issues, it is interesting that the first clear mechanism for NGO coordination and support emerged in Nepal. The NGOs consulted in the study had varied opinions about this mechanism. If NGOs are meant to catalyze change, some say, then the SSNCC can help them when local officials or others levy constraints on the poor. Others argue that the SSNCC could become more efficient in other areas such as channeling funds.

Many NGOs appreciate and want more of the SSNCC's institutional support, training, and development services. All feel that absolute independence of action is less important than the advantages of an umbrella body to assist, coordinate, provide standards, and safeguard national interests and values. While these issues are not easily resolved, SSNCC's services to NGOs in the first ten years have made it easier for both the Council and NGO representatives to begin working them through.

The SSNCC is composed of five major cells and six committees. The five cells include an Administrative Cell, a Planning and Evaluation Cell, a Training Cell, a Research and Evaluation Cell, an International Affairs Cell, and a Finance Cell.

The Council's Six Committees

While the committees are set up primarily for NGO coordination, including formalizing international agencies' program affiliation with local counterpart agencies, they also promote specific sectoral targets. These include tree plantation, family planning acceptors, literacy (Youth Committee), and pilot health schemes (Health Committee). The committees have also organized specialized training in community development methods, project formulation, youth leadership, and related topics. They also provide core information to the SSNCC's Central Council, especially on annual and budget needs of the registered organizations.

To some degree, all committees set policy agendas in broad terms for their constituent agencies. They all fulfill regulatory and information functions, but specific roles vary.

The Women's Committee has a strong agenda to function as a pressure group for promoting sound national policies on women, and integrating them into ministerial programs. It operates a pilot literacy and income generation program with mothers clubs and women's development associations. It also operates a scholarship fund for women, and arranges vocational and other training for women.

The Health Committee, on the other hand, limits itself to coordination functions. Others, such as the Community Services Committee, would like to pursue a range of ideas - providing training, funding, and a volunteer corps of Nepalis; setting up "model villages;" and advising NGOs on project support communications - much as a complete service VRO might. Like some other committees, it may find 'funding' and 'service' functions a difficult mix.

The Council Cells

The five cells of the Council play key roles in NGO support. The Finance Cell maintains fiscal accountability, prepares the SSNCC budgets, and channels funds to operational agencies. The International Affairs Cell handles external/NGO relations, and prepares working agreements among such agencies. The Planning and Evaluation Cell helps external and national agencies develop programs, formulate plans and evaluate projects. It is also completing a detailed profile of Nepali NGOs in the Nepali language. The Administration Cell maintains an overview of programs, and is especially concerned with staff recruitment and development.

The Training Cell: New VRO Functions

The Training Cell, which also houses the UN Volunteer/DDS program and the Decade Cell for Water and Sanitation, was reorganized with help from PACT, UNDP, World Neighbors, and others to fill the VRO service gap in the country. The cell offers training for NGO members from all committees, with an emphasis on the training of trainers. It has developed first-time training designs in areas of (1) people-centered, catalytic development processes, (2) project formulation, management and evaluation, and (3) low-cost local resource technology.

National NGOs

There are currently about 100 national agencies registered at the central level with the SSNCC and associated with their various committees (see Appendix 1). About 80 organizations are based outside Kathmandu proper, though some based in the city do have district branches. Agencies are spread across the functional continuum, but the majority are of the social service type, with a few in the mixed social service and development promotion category. Several are experimenting with approaches that catalyze local decision-making and action, help people to identify local resources, and forge external linkages for more sustainable results, and their number is growing faster than ever. Some of this local development promotion may be inspired by sophisticated groups, such as the national consulting firm Integrated Development Systems. It may also occur more spontaneously as agencies share community experiences, or as Council's Training Cell and others attempt to de-isolate national agencies, build new awareness, and strengthen skills.

People's Associations

Perhaps the most significant phenomena are the people's groups and the many smaller registered bodies which have grown from that category. In the sample district of Morang, the study team found nearly 100 groups registered with the CDOs. Multiplied by 75 districts, one could gauge the vast rural extent of people helping people via non-formalized organizations. Many other groups are not yet registered with CDOs; evidence suggests they are a strong latent force for broader change. This category's groups vary in identity, but can be divided between traditional (e.g. guthi, parma) and modern (youth, women's associations) community self-help groups.

International PVOs (IPVOs)

The SSNCC has standing agreements with 43 international voluntary agencies. Of these, approximately 30 are operational; the others primarily provide funds and/or technical assistance. Activities of this latter group of IPVOs vary. Some are highly active in monitoring and assisting their funded projects, almost to the point of being operational in the country. Some work with national counterparts, but maintain a very high profile, an example being Freedom from Hunger. Others provide occasional monitoring and have no resident presence. Several support multi-NGO programs, funding more than one agency. Among these are USC Canada, South Asian Partnership, PACT, and World Neighbors. Appendix 2 describes the type, functions, and sectoral interests of IPVOs, and in doing so reveals that the bulk of foreign agencies are oriented toward social service, with an important middle spectrum of agencies mixing social services and development promotion. The few working in the realm of catalytic development, however, do seem to promote advanced levels of community participation. Yet the IPVOs that build national NGO capacities, as national voluntary resource organizations do, are still rare.

Other Non-Profit Voluntary Organizations

Several organizations function similarly to NGOs, but are registered under the Department of Industries as non-profit companies (New ERA), as consulting services (Integrated Development Systems), or under the Associations Registration Act (Association of Craft Producers). They receive foreign funds directly without having to process them through the Nepal Rastra Bank. One such example is the Center for Educational Research, Innovation and Development, which is a research center of Tribhuvan University. Other educational institutions (schools and colleges) registered with the Ministry of Education are also eligible for direct funding, as is the Nepal Press Institute, which also functions like an NGO. The Nepal Press Institute receives funds from FINIDA directly through IPS, a French PVO. Many of these organizations are effective and professionally run, and can play an important role in both supplementing and stimulating NGO efforts. Some are already proficient in management and technical capacity, but require core support. Generally, they have a higher absorptive capacity for funds than NGOs do.

Donors

Until recently, there was only sporadic support of the NGO sector in Nepal from bilateral and multi-lateral donors. USAID gave support to the Family Planning Association of Nepal, and through its PVO Co-Financing Project supported IPVOs such as

Save the Children and World Education. CIDA has supported a number of Canadian PVOs. Typically, donors work directly through government programs, hoping to improve the efficiency of the line agencies. It has been hard for bi-lateral donors to tap directly into the NGO network, as there are virtually no mechanisms for channeling funds directly to user groups. USAID is willing to channel funds to some of the larger NGOs through its PVO Co-Financing Project, but the NGOs would not be able to put up their 25% of the project costs. Currently, USAID supports FPAN through intermediaries, such as the American PVOs CEDPA and Freedom from Hunger. Similarly, CIDA supports a number of NGOs through Canadian intermediaries such as CARE/Canada, OXFAM/Quebec, and South Asia Partnership.

This, of course, is beginning to change, as the Update section at the end of this Country Report points out.

FINDINGS AND ANALYSIS

This study holds the premise that the voluntary activity most in need of support is that which enables people, especially the least advantaged, to take leadership in their own development and, in so doing, to contribute directly to national priorities.

Nepal's strong voluntary potential is likely to come to fruition as the more promising mixed social service/development agencies are helped to mature, and as more accomplished agencies learn to further integrate, sustain, and extend their programs. But for now, both accomplished and evolving agencies require help with methodologies that better capture the voluntary spirit and hasten self-reliant action. They also need help to link up with other development actions and institutions for long-term results with expansion possibilities. As mentioned earlier, VROs (i.e. those agencies which help NGOs develop such capacities, make necessary connections, and advocate their mission) are scarce in Nepal. The SSNCC is the country's leading VRO.

THE VOLUNTARY RESOURCE ORGANIZATIONS

Intermediaries

This study divides the VROs into three categories: (1) the apex/membership types that provide a forum and a means of coordination among NGOs and with those outside the sector; (2) service organizations that provide training, technical assistance, counsel, and other resources to strengthen the internal capabilities of NGOs; and (3) strategic support VROs that network, link consultative processes, tie training in with project action, build coalitions, support learning and linkage programs, and generally facilitate new strategies which extract greater development gains as they collectively strengthen active NGOs.

The Apex Membership VRO

The SSNCC with its committees constitutes the first of these three types of intermediaries. It acts as the coordinating and representative body that links the official sector with the NGO sector. It also, to some degree, plays the role of a service organization. However, there is a strong need to build its talents for NGO strengthening and strategy support. With funding from UNDP, PACT (a North American VRO) has been trying to build these talents within the SSNCC.

Service VROs

SSNCC's Training Cell plays a role in NGO training in social process methods, project formulation, management and evaluation, as well as in applications of local resource technology. Other goals are to strengthen SSNCC's capacity to design and disseminate materials drawn from the NGOs' experience. These projects, having begun in 1988, will need time to bear fruit. The Update provides a current look at the Training Cell's progress under a program funded by UNDP and USAID.

Another resource organization, the Rural Technology Development and Extension Service (RUTDES), focuses on training in simple, inexpensive, and cost-effective technologies for village-level use. These technologies include use of leucaena (ipil-ipil) trees, livestock, kitchen gardens, nursery management, simple irrigation and drainage systems, soil conservation, small drinking water schemes, latrines, chulas, bee-keeping, materials production, and other areas of interest to NGOs. RUTDES is an outgrowth of years of practice by World Neighbor consultant Huta Ram Baidya.

Likewise, the Association of Craft Producers assists NGOs in craft design and marketing on a small scale, and with only a few groups at a time. A few intermediary IPVOs also work with and through the SSNCC. World Neighbors funds a range of local institutions and provides on-site technical assistance. PACT delivers technical assistance to the SSNCC for institutional development, and has funded specific IPVO members, each having separate project agreements with the SSNCC. These include Freedom from Hunger and World Education. IPPF has a regional field office in Nepal which primarily assists the National Family Planning Association of NEPAL. OXFAM, ICCD, the South Asia Partnership (SAP), and USC have similar intermediary roles, primarily with respect to providing funds.

Strategic Support

The third type of indigenous VRO, which is concerned with strategic support, is actually an advanced version of the service-oriented VRO. Its broad mission is to enhance the effectiveness, sustainability of results, geographic reach, and official support of NGOs. In time, the SSNCC's Training cell may be in a good position to actively play such a role with more than 50 NGOs (See Update).

An example showing the emergence of strategic development services is the UNDP-sponsored Water and Sanitation Decade consultation in 1982. This initiative brought NGOs, the Nepali Government, UN and bi-lateral agencies, and IPVOs together to explore how to better align NGOs with other change agents in Water Decade Programs. As a result, a Decade Cell was created within SSNCC. It began by coordinating with the Training Cell to redress the problem of lack of popular

participation in water-related programs. Their efforts soon had an impact on the approaches of other agencies: government programs supported by UNICEF began applying lessons from this initial training. Water Aid U.K. later provided expertise and resources to help NGOs develop qualitatively superior water and sanitation projects, with greater community ownership through the stages of planning, utilization, and maintenance of the systems.

Combined with badly-needed training and other program services, intensifying such long-range strategic support will not only strengthen the NGO sector's capacities, but its cohesion. This will also mold durable solutions to national problems across sectors. In fact, among international organizations, the South Asia Partnership - and more recently PACT - have begun to experience success in helping NGOs evolve long-term program strategies which make use of a wider range of development resources.

OPERATIONAL AGENCIES NATIONAL AND INTERNATIONAL

This section analyzes the full spectrum of voluntary activity.

The Nepal study found that most of the national and international agencies fall into the category of mixed social service delivery and development promotion functions. Development programs stressing social processes, but also pressing for resource maximization and sustainable systems, are rare. Yet national agencies are steadily moving in this direction. For their part, the many "people's associations" mentioned - especially youth and women's groups - have participation built in, in the informal sense, but are discovering how cost-containment and outside linkages can accelerate results. They comprise one of the promising social forces on the scene. Below is an analysis of voluntary groups arranged by activity.

Social Activity

These are groups which form for social reasons and then launch modest activities. They play an important role among interest groups such as youth, and can be platforms for later efforts. The Godavari Alumni Association is the most famous of this type. While arranging social activities for its members, it also runs a community service project in the Kathmandu valley. Its youth members organize awareness campaigns on drugs, environment, and similar concerns. Many youth groups start with something specific, such as construction of simple water supply systems, tree plantation, social issue awareness campaigns, and so on, and grow from there as "schools of experience" for members' subsequent pursuits. Some of the bigger clubs have graduated into the mixed services/development category, one such club being the Dhulikhel Youth Club.

Professional Social Service

Some of these seem well suited to the social service roles they espouse. For years, the "grandfather" NGO of Nepal, as Paropakar is called, has cared for orphans and provided health and maternity care. Paropakar was recently ceded land to establish a children's village to provide a favorable environment for 100 children. Built entirely from local funds and initiative, Paropakar has established 139 primary health care centers and 14 health posts based on a government model. It also operates a 200-bed maternity hospital. Paropakar has a fixed deposit yielding interest of Rs.200,000 to fund activities in addition to public, SSNCC, and Nepali Government contributions. Though conventional in thrust, such agencies not only play a vital role to those they assist, but also represent the will and potential of the Nepali people to manage their own progress.

SOS Homes, the Underprivileged Children's Education Program (UCEP), and the Douglas Memorial Homes provide immediate services to the community's young. Yet even here, there are shifts to providing longer-term avenues for orphans and abandoned youth to help themselves, by teaching employable skills and by building bridges to resource groups outside their communities. UCEP, in particular, has been innovative in its self-reliance schemes for poor and abandoned youth.

Nepali organizations caring for the weak, disabled, blind, and otherwise incapacitated are a strong segment of the sector. The SSNCC's Health Committee has a growing range of members that care for the sick and disabled, focusing on specific problems of leprosy, cancer, blindness, mental handicaps, and tuberculosis. Modern times have even sparked the formation of an Anti-Drug Association. Social service agencies play important advocacy roles for their constituents, and make links to scientific knowledge and counterpart organizations abroad dealing with similar problems.

The Nepal Netra Joti Sangh, the Nepal Blindness Welfare Association, the Nepal Eye Relief Association, and Apanga Sangh are part of the Nepali tradition to care for the helpless. At least three local agencies and seven IPVO/donors support projects for the blind in Nepal, the largest single group of change agencies working on a specific health problem.

External agencies provide ample social service support to NGOs in this area. A Norwegian group, for example, is underwriting a five-year strategy to help the Nepal Association for the Welfare of the Mentally Handicapped develop and test programs to benefit the 500,000 Nepalese estimated to have this problem. Some IPVOs such as the Ryder Chesire Society and Terre Des Hommes build homes for the disabled.

Over half of the agreements held by the Council with IPVOs are of the social service type, in the hope that agencies will find effective ways to expand the net of social

service care, while opening doors to self-sustained development action. This requires official policy backing and greater employment opportunities, particularly in the urban sector.

Mixed Social Service Delivery/Development Promotion

This is the second largest category, holding approximately 60 % of NGOs and 25 % of all IPVOs. This classification may arouse sensitivities, since many of these groups would consider themselves fully developmental. But most, indeed, still stress social service delivery, or do not employ a methodology to activate beneficiaries on their own behalf. Nor, with a few exceptions, do cost-containment measures, sustainable linkages, community takeover, and external agency withdrawal appear high on their agenda.

Part of this seems due to funding pressures which require high inputs in limited geographic areas. Most NGOs of this group simply have not had exposure or access to training in community development methodology. And among IPVOs, innovation potential is strong - even if funding or other constraints imposed by constituencies in Idaho or Oslo force certain shortcuts to show on-the-ground results. Some IPVOs have built promising community-based programs, and are training grounds for Nepali development workers in technical skills, management, organization and logistics. But greater commitment to development seems an eventual imperative for all such agencies.

Some agencies are experimenting and coming to terms with their mixed service and development role. Save the Children USA (SCF-US), while achieving a great deal in its field areas, has had to re-examine its approach, one that has relied on high field inputs, thus making gains difficult to sustain. Institutionalization is one of SCF-US's own expressed concerns. It sees the need for equipping its Village Development Committees with skills and financing to manage programs for the long term after it has phased out. SCF's other identified need is for linkage with local institutions; it has noted that few links exist between the project committees and local official structures. This IPVO is now attempting to forge such links, and to take other steps to build sustainability in existing and new program districts.

Plan International also runs mixed services/development projects, supplying direct aid to families only for school supplies. For other endeavors, such as building schools, Plan requires sizable community contributions. Working in rural sections of Kathmandu valley, this IPVO works with a Village Development Committee (VDC) system similar to SCF's, supported by specific task committees. Its 75 program staff and VDCs conduct activities in water, sanitation, family welfare, home maintenance, school construction, agriculture, and skill training. While Plan seeks sustainable

community systems, it clearly offers services to "Plan Families," thus mixing services and development. Eventually, Plan would like to cover as many as four districts in a fairly large program, an idea discussed with the SSNCC.

Of the NGOs, the Family Planning Association of Nepal (FPAN) is a prominent agency which straddles the mixed and pure development promotion categories. Many of FPAN's 37 programs are clearly service-oriented, such as family planning through provision of sterilization, basic clinical health services, improved livestock distribution. However, several of FPAN's projects fall into the fully developmental area; it has been invited by the SSNCC to undertake the low input, community development experiment "Bhikash Bhij." Some aspects of its integrated field projects, including the Applied Nutrition Program (ANP) and the Baudha Baunepati Project (BBP), use low-cost, catalytic approaches. However, even the BBP has not launched a community-based health services program to the extent desired, and the ANP is still weak on social process.

In their aim for sustainability, BBP and ANP, supported by World Neighbors and Freedom from Hunger, are some of the most visionary examples of community work here. In fact, FPAN may be the premier Nepali NGO in terms of development criteria, though the spread of projects it manages through 18 district branches keeps its approach varied.

Other local agencies fit this category. While heavily service-oriented, the Nepal Red Cross, set up for disaster relief and health services, has worked with several international agencies in programs with strong development thrusts. For example, it works with the Lutheran World Service (LWS) in Baglung in an integrated community service project emphasizing the areas of water supply, health, education, women, agriculture, animal husbandry, forestry, small irrigation and infrastructure (LWS has numerous projects with national partners). The Nepal Red Cross cuts across three NGO categories: it provides services in its disaster relief programs, carries out service-cum-development projects, and acts as an intermediary/facilitator agency for its chapters in 75 districts. The NGO is now attempting to consolidate and improve management of a diverse program.

In the urban setting, vocational and employment schemes are often a priority. The National Association of Craft Producers (ACP) helps create opportunities for women in crafts production and in activities such as wool spinning. Women who otherwise have no employment are trained and employed. ACP plays a VRO role in that it provides design and other technical assistance to rural development NGOs. In addition, ACP has begun to move beyond simple employment, production and marketing, and is now exploring other areas of life improvement important to women.

IPVOs with a "Mixed" Mission: Other notable IPVOs of this major category include Action Aid U.K., the Japanese Organization for International Co-operation in Family Planning (JOICFP), the United Mission to Nepal (UMN), and CARE. Both UMN and CARE are in somewhat of a special category in that they work with the Nepali Government rather than with the SSNCC (though a CARE agreement with the Council is expected). UMN has a heavy institutional focus in providing services, but its community health projects (notably in Lalitpur) and its support for other community-intensive ventures bring it into the mixed services/development category. CARE's work with the Small Farmers' Development Program in irrigation is its centerpiece, but it also promotes agroforestry, a nurse advisor/educator project and an integrated watershed management project. Because of its size and direct relationship with the government, CARE has both the role of an operational and a facilitator agency. It plays both with strong commitment, according to official and NGO sources.

Sub-National NGOs with a Mixed Mission: The smaller Nepali agencies in this category usually provide multiple services in health, infrastructure, income, productivity, and other areas. They may build a water supply system, a clinic, a school, conduct inoculations and a cleanliness campaign, build a bridge, repair a temple and then branch into other areas with the community. While the community must be involved (especially since resources are fewer than with IPVOs), in most cases, there is no systematic process for building its self-reliance. But in this group one often finds the many "naturals" - people who by instinct and closeness to the community succeed in generating participation where professional outsiders could not.

For example, Samaj Uthan Sangh (SUS), or the Social Reform Association, has been working in Sindhupalchok District for the last five years, and is based at Chautara. It promotes income generation for the poor and unemployed; provides health, education, family planning, and forestry services; and reinforces activities undertaken by the Nepali Government. Membership in the local NGO - currently at 71 - is drawn from groups all over the district, and it relies entirely on voluntary help. SUS provides scholarships to poor students, from four to six per local school, and bears the expenses of poor patients needing medical care in Kathmandu. It has also run literacy classes, though it is currently short of materials. Two water projects were constructed at Sangre Panchayat with partial SUS funding (Rs 6,000) and partial community funding. In addition, the NGO has done motivational work for the official family planning program. While its only regular source of funding is an annual membership fee, help from the SSNCC Training Cell led to contacts with the Australian Forestry Project and a local nursery and reforestation program.

In Morang District, another Nepali NGO reviewed was the Nari Bikas Sangh (Women's Development Association). It has 15 paid staff members and volunteers throughout the 66 panchayats, and is experimenting in post-literacy income generation, legal advice for women, handicapped services, health services, skill development, daycare, tree plantation, and scholarships. Its income generation activities

include sericulture, vegetable production, and marketing. It has 14 branches in the eastern development region, including five districts, and has connections with the SSNCC and foreign donors including USC Canada, SAP, PACT, LWS, WSCC, UNICEF, and others.

More than 35 additional Nepali agencies of small to medium size are registered under the Community Services Coordination Committee. At least five groups are national or regional in focus, including such networks as Reyukai Nepal, Lions and Rotary Clubs, and the Nepal "Charka Pracharak Gandhi Smarak Guthi." Other selected NGO members of the SSNCC's Hindu Religion Services Committee and the Youth Services Committee are active in a range of mixed community service/development programs.

One prominent organization is the Dhulikhel Youth Club, which has pursued integrated activities for several years. Its sub-groups draw on community resources and voluntarism to build taps, assist inoculation teams, plant trees, conduct literacy classes, build schools and other community buildings, help the disabled and promote family planning, often without being noticed. These sub-groups are usually well-rooted in the community, and represent an impetus for change that deserves more attention by larger NGOs that would often rather initiate their own institutions.

Local Development Promotion (Social Process) and Sustainable Development

This work is characterized by high-quality participation in various phases of community and social action; low inputs to the growth of local institutions; clear methods for catalyzing the poor's involvement in assessment, planning, decision-making, and management as well as labor for projects; attention to cost-containment; sustainability in long-term costs and social gains; gradual evolution of results with the people as their own major resource; and improved and more beneficial links to external forces.

It is difficult to identify a program of any size that meets all these criteria. However, many agencies are edging their way in this direction, testing innovations gradually and modifying their programs.

Key to this work are social processes which release people's creativity, help them channel their energies productively, and thus enable them to begin shaping their own destinies. World Education is one of the IPVOs that has made a major effort in helping NGOs build such process into educational curricula and materials, usually in literacy. What is still lacking, however, is a deeper weaving of non-formal education processes with food, income, health and other concerns which villages feel as more pressing then non-literacy.

The SSNCC's Training Cell has made the greatest strides in encouraging NGOs to sharpen social process skills, through its Training of Trainers programs in community-based water and sanitation, and through a new effort evaluated by UNDP and USAID (see Update). Using a methodology called SARAR, and adapting it from regional to local conditions, trainers have held a series of field-intensive workshops that test measures for sparking popular creative involvement in needs and resource assessment, planning, and decision-making. The materials used do not require literacy skills, yet they help tackle immediate problems, and they build confidence and skill as people overcome previously-limiting local factors.

Other programs have used similar social methods. With World Neighbors' support, the BBP activities of FPAN have helped beneficiary committees use their own ideas and resources for significant achievements in livestock, agriculture, and soil conservation. The project, however, has not been able to make its health component self-sustaining.

The Center for Educational Research and Development (CERID), affiliated with Tribhuvan University, has been using social process methods in its Chepang Community Development Project to help members of this neglected community make outstanding improvements in their lives. CERID has evolved a problem-solving method to help non-literates address immediate life problems, as well as participate in productive activities and social action to address water supply, health, and other concerns over time. CERID started by carefully forming action groups of the poorest with minimal external inputs. It has gradually inspired community structures where none existed earlier, gaining national attention because few schemes have worked so well with this target group before. While not an NGO in the traditional sense, its experience has rich applications for other programs.

People's Groups: The potential of such catalytic work by NGOs is underscored in a study on people's groups by the national firm IDS, which has also been experimenting with social action processes, and has been paying attention to existing community structures in its participatory research. The IDS study uncovered a range of associations and groups which, at the grassroots level, set up participatory mechanisms for self-improvement. Those of greatest interest include the Mrigendra Chikitsa Guthi, started by a medical doctor who was "jolted into action" by his visits to the rural areas. He is one of the aforementioned "naturals" in locally-inspired change.

The Guthi, in carrying out health-focused activities, has local residents' strong commitment in managing their own projects. People have developed their own means to raise funds; they charge those who can afford it for medical treatment. Together these efforts cover 25 % of health costs.

The Gaon Sew Kosh is another grassroots organization that has nurtured self-management measures. Land endowed, the group's interest on the property and personal cash contributions help run economic and social projects. The institution gives people a strong sense of ownership through a range of self-planned activities across sectors.

The Dudhi Chour Youth Organization was begun by a young man and sustained by its own funds. The members subsequently began and are sustaining sanitation, water supply, irrigation, and school maintenance projects themselves. These are a few examples of "naturals" who acted with few outside influences or supports. Such people's associations have tremendous potential, if larger groups could find the means to provide encouragement and strengthen the spirit with which they are imbued. This finding is seconded by the IDS study.

SAMPLE DISTRICT FINDINGS

1. Sindhupalchok District

In this district, the study team found much external NGO activity. While such agencies often expressed a desire for more coordination, sharing of experience, and joint planning and action, visits to most IPVO field sites (and Kathmandu offices) indicated that this has rarely materialized. Health is a major concern of those working in the Sindhupalchok district, but this has broadened to include productivity, education, and conservation. The agencies working here include:

INTERNATIONAL PVOS
Freedom from Hunger
World Neighbors
OXFAM
Save the Children - U.K.
Action Aid - U.K

NATIONAL NGOS
Nepal Family Planning Association
Nepal Red Cross
Nepal Childrens' Organization

SUB-NATIONAL NGOS
Chautara gram Bikas Pastakalaya
Chautara Ban Devi Pastakalaya
Surya Club
Jugal Sanscriti Pariwar
Samaj Uthan Sangh

In addition, SATA (the Integrated Hill Development Project), Australian Forestry Project, Expanded Immunization Program, JNSP, and the FPMCH programs are other important actors associated with the Nepali Government in this district.

One of the country's leading NGOs, FPAN, has chosen Sindhupalchok as a site for intensive work in integrated community development and family planning across 44 panchayats. It is assisted by World Neighbors, Freedom from Hunger (FFH), and OXFAM. There is a different emphasis in two project areas: an Applied Nutrition Program (ANP) in a FFH-supported site, and a community development/family planning project in a site supported by World Neighbors. The FFH/ANP is a program adapted here in eight panchayats by Freedom from Hunger from its experience in Thailand. OXFAM had been supporting several health posts, but recently Freedom from Hunger assumed these costs when OXFAM withdrew.

Potentially, the two programs sponsored by the two American PVOs had a lot to share. The World Neighbors-supported team has been in the area for years using cost-effective methods, adapting and developing local resource technologies, and finding ways to build active beneficiary participation, deal with local cultural constraints, and more. Freedom from Hunger, on the other hand, had come from Thailand, where it successfully integrated government services for greater community benefit, and gained experience in "tools and systems" for ANP activities.

Initially, separate project staff teams were set up in this district, and methodological differences created conflicts rather than mutually-enriching programs. In the conflict, the chance to learn from each other's experiences was often lost; for instance, lessons on the utility of beneficiary action committees versus "ward level" organizations, adaptations of low-cost technologies, organizational systems to assist action groups, cost containment, and other innovations were clouded in acrimony. The approaches of the two external agencies caused division in the staff of national organization partners. Had the two IPVOs reached an understanding, the benefits to both the NGOs and the local citizens would have become self-evident. Competition among such externals is not uncommon in this or other South Asian countries, but needs to be reduced.

Eventually, the two sets of staff resolved many of the key issues. Now, FPAN has taken the initiative to consolidate the staff of the two programs under one leadership. Notably, each agency has adapted some measures used by the other in new panchayats and is now sharing technology and strategies. At this stage, only careful evaluation can clarify more deeply-held differences of opinion.

The BBP, after fourteen years of activities, is one of the oldest endeavors here. It has already done significant work in agroforestry, and livestock (especially goats), paying attention to process-oriented, self-sustaining projects, and diffusion of results to other agencies. Staff supported by Freedom from Hunger have helped villagers

form loan committees and begin loan programs, plant gardens and undertake sanitation activities, organize systematic growth monitoring, and benefit from regular, repeated health instruction.

Coordination problems cropped up elsewhere as other IPVOs began working in the same panchayats. For example, in branching out from its school programs, Action Aid began, as part of the FPAN Project, distributing fruit saplings at a subsidized rate. Unfortunately, the BBP was already growing fruit saplings in the same area and had been selling them at cost, in keeping with its self-sustaining approach. Action Aid overlapped in nine panchayats. Again, differences in approaches created tension; Action Aid was said to pay more for local construction, whereas the BBP required greater villager input. One can see in this and other instances why the SSNCC has been created.

The SCF-UK program collaborates with the Nepali Government throughout the Sindhupalchok district. Its goal is to assist the Nepali Government's official program. SCF-UK works closely with the district hospital and offers preventive services through the health posts. It trains FP/MCH staff, and tries to avoid duplication of effort, since it also trains traditional healers. SCF also provides some training to the SATA, while giving sponsorship funds to the National Children's Organization. SCF noted that it has little coordination with the FPAN/World Neighbor-supported and Freedom from Hunger-supported projects here. SCF has not yet expanded throughout the district but is planning to in the future, relying largely on local resources. It also hopes to set up a training cell for health personnel in Sindhupalchok.

SCF staff felt there is almost no coordination in this district at present, but that it would be highly desirable given enhanced communication or the right mechanism, possibly through the SSNCC. They noted that various agencies often had worked in the same area, and that local people were confused with their working styles and methodologies. For example, an FPAN team conducted immunizations in one village; the next day an EPI team arrived in the village for the same purpose. Finally, it was noted that the UNICEF-supported Joint Nutrition Support Program (JNSP) of the Nepali Government recently opened its offices in the district, a positive sign but for the issue of official non-coordination with NGOs.

Two larger Nepali NGOs also work in the district through chapters: the National Children's Organization (NCO) and the Nepal Red Cross. The Red Cross has held several eye camps and the NCO operates a kindergarten in Chautara for 30 children. They also have a Bal Mandir management committee in the district and are part of SCF's sponsorship program. Most smaller local groups have special interests such as running a library or conducting social activities.

In Sindhupalchok, there were fewer sub-national NGOs of moderate size than at other sites. The Samaj Uthan Sangh, an NGO mentioned earlier, was the only group with a community service role. Almost no information was available on unregistered groups in the district, other than that some exist.

Implications: While there is a clear need to improve coordination, the opportunities exist to go beyond mere delineation of territory between agencies. And while overlaps have caused problems, it cannot be said with certainty that sufficient NGO coverage exists. One agency suggested that all the NGOs working in Sindhupalchok should meet and share their annual plans, and that the SSNCC should facilitate this. This makes sense given recent history here. Also, resource-sharing and NGO linkage with government programs should be strengthened, especially since the Joint Nutrition Support Program and other Nepali Government projects are themselves expanding.

There are many opportunities for agencies to benefit from each other's experience in attacking Sindhupalchok's problems (instead of one another). Such a learning and linkage process would make the whole much greater than the sum of its parts. This is especially true when one not only notes complementary strengths, but realizes that none of the external PVOs or NGOs has yet mastered social process here.

2. Morang District

The Morang field study revealed a strong NGO presence. It also found concentration on women's development and health. Coordination issues were not as apparent here as in the Sindhupalchok district. However, the potential for cooperation in women's and health programs is great, and could produce expanded and better-aligned project impact in this district. The agencies visited were:

INTERNATIONAL PVOS
The British Nepal Medical Trust

NATIONAL NGOS
Nari Bikas Sangh
Nepal Anti-TB Association
LaLitya Yuba Club
All Nepal Yoga and Naturapathy Centre
Mothers' Club
Ayurveda Development Systems
Nepal Red Cross

Women's Programs: One of the most important NGOs of this group is Nari Bikas Sangh, the Women's Development Association. Its work goes beyond the district, with regional coverage extending services to 66 panchayats through 14 branches. The group's agenda includes income generation programs, handicapped services, literacy, health services/skill development, rights advocacy, and legal advice in 13 separate programs. One special program tested methods to bridge literacy and income generation, using the former as a platform for helping groups employ post-literacy tools in productive activities. This was a national pilot project with the SSNCC's Women's Service Committee and World Education/PACT support; its future is yet to be decided.

Another women's NGO, the Mothers' Club, has a branch at Ularbari. Its goal includes providing women with skills and increasing their self-sufficiency through employment. It also seeks to improve family welfare through nutrition and early childhood education. In a key project in Dhiwal, it carries out an integrated literacy, health, employment and skill development program with the poor.

The British Nepal Medical Trust (BNMT) is the only IPVO working here. It too has linked literacy classes for women in the district with another effort - its Community Health Leadership Program. Focusing primarily on Health, the BNMT has a self-financing drug scheme to increase access to medicines through health posts, a tuberculosis program, and an animal drug scheme. At the community level, it has experimented with ward health committees and met with mixed success. The agency's approach to strengthening existing institutions, for example by use of health-post visitors, aims in part to build a durable means of TB control.

Yet another local group involved in literacy is the Lalitya Yuba Club, a purely voluntary group (without paid employees) servicing four panchayats. Its approach is multidisciplinary and covers the distribution of family planning devices, the running of a post-literacy library, reforestation, scholarships, employment, and income-generation projects. Judging by the enthusiasm generated, the Lalitya Yuba Club has demonstrated an intrinsic understanding of its role with people. The Club obtains funds from local donors and local government; through voluntary services it has the capacity to undertake more activities should resources become available.

Health Programs: The Nepal Red Cross is active in the district. It has a budget of approximately Rs 800,000, in addition to land, an office, a blood bank, ambulance, equipment, and Rs 170,000 in a fixed account. It has a full-district purview covering disaster relief, blood bank services, organization of the "junior" Red Cross, and general social welfare. Specific actions include health services, medicine distribution, blood testing, eye camps, distribution of milk powder and clothes, tree plantation, community development projects in selected areas, water supply, and income generation/cottage industry. Well-linked with other NGOs and the Nepali Government, the Red

Cross has reportedly elicited positive community response from its water supply, cottage industry, and blood donation programs.

Since TB is a major district concern, the Nepal Anti-TB Association has a branch to provide the district with preventive and curative services, and to work closely with the government program. As the oldest NGO of the district with its own hospital, it is active in using media, training seminars, and workshops as well as in running clinics and mobile camps. It cooperates closely with BNMT and other voluntary agencies, and has so far cured more than 1500 patients. It has now entered into community-based health programs and income generation.

Other Nepali health NGOs include the Ayurveda Development System and the All Nepal Yoga and Naturapathy Centre. The Ayurveda group treated 10,000 patients in 1988, and the All Nepal Yoga and Naturapathy Centre wants to extend its services throughout Nepal, starting with training camps in its own area. It also expressed an interest in forming an NGO coordinating committee in the district.

A local coordination mechanism could be very useful, considering the agencies' common interests and the burgeoning voluntarism in Morang district: 15 active groups are registered and another 65 organizations have applied for registration with the CDO. The solid nature of the local voluntary community may be due to the district's population density. But whatever the cause, greater sharing in approaches to primary health care and women's advancement could bolster community benefits. Joint NGO capacity-building could fortify local agencies through training and on-site application of learnings. The SSNCC could offer vital assistance here by conducting an NGO self-assessment of directions, needs, and options. As a result, it could provide regular technical assistance through a VRO-type program much like that of the Training Cell.

CONCLUSIONS

This study finds that while NGOs are doing good work in Nepal, their effectiveness and outreach could be expanded by addressing specific institutional needs. These have been identified by the NGO staff themselves, by the study team as well as others working in Nepal, and in a previous study of Voluntary Resource Organizations (PACT, 1984).

PRIME NGO NEEDS

1. Program: Social Process Skills, Technical and Management Skills

A look across the spectrum of agency activity reveals that many agencies fall in the mixed social services/development category; and many of these are struggling with identity questions. They are often concerned with helping the disabled, blind, or others requiring services, but also want to spark change more broadly with rural villages or semi-urban/urban communities. Toward this end, the reshaping of the agency role is key.

To some, development has simply meant aligning people and services. To others, it has meant demanding community labor in exchange for materials, food, or money. Many small groups that are part of the community quickly ratify priorities and take action. This frequently happens without the group having a clear blueprint of where it is going and how it will manage along the way.

In some cases, external agency workers see themselves as doers rather than as catalysts responsible for evoking people's thinking, planning, and organizational skills. Some of these agencies may conduct activities without a great deal of reflection, acting more from the heart than the mind. Phase-out from specific communities is a remote or even problematic term.

Many levels of operational agencies need help in thinking through their roles. Smaller sub-national agencies need to understand development as a process whereby they help local people assess priorities, plan for practical action, and then manage that action efficiently.

Small and larger NGOs can evolve social process and programming skills in many ways. However, these seem best learned through field-based experiences, where training is interwoven with actual project work and experimentation, and where results are tangible.

The study team, having consulted with NGOs and IPVOs and collectively analyzed their full range of training programs, has determined that social process training, the "how" of development, is a priority now. In part, this means opening wider access to

innovative educational approaches, such as formats for action-group discussion, facilitation techniques, and interactive materials to aid decision-making, planning, action, and monitoring. Social process training is the base upon which agencies can build self-reliant programs, and begin to sustain and extend their benefits with the appropriate extra-community linkages. This is a much more delicate and intricate pursuit than many agencies realize, even the larger ones. The NGO capacity more sorely-needed and more important than the physical inputs, money, and organizational formats is the capacity to help local residents channel and sustain their voluntary energies.

A second priority area for training is in the use of local resources as part of the catalytic process. Simple technologies that build people's confidence and skills are a step to handling more complex technical and social problems. Some projects have already developed such technologies for learning. Local resource technology includes agroforestry techniques, livestock improvements, simple sanitation devices and tools, bio-intensive practices, sericulture technology, soil enrichment techniques such as use of green manures, oral rehydration using local materials, and more. Often the poor can begin to build management skills by using the resources around them. From there, they can gradually experiment with more socially, and technologically, complex tools.

Helping NGOs build social process and other talents requires relevant interactive learning tools. VROs and others should blend these into field-based learning strategies which allow program staff and volunteers to apply new methods, assess results, and seek further help using their own work context as a base.

2. Strengthening Contacts and Collaboration Among Agencies

As the district profiles of NGOs and IPVOs in Morang and Sindhupalchok point out, steps to increase program impact will also require better contact and collaboration between agencies. Agencies working in isolation may make limited gains. But their real district and national strategic potential lies in networking, extending their innovations to one another, and in sharing lessons from their experience among themselves and with official programs. De-isolation of development agencies is a key SSNCC goal.

The need is not for a strong arm approach which will cause agencies to recoil. The process should begin with exchanges, meetings, and joint training around key programmatic issues and breakthroughs. With VRO and intermediary help, interested agencies can learn from each other in greater depth, and connect where experimentation to solve common problems seems fruitful.

The next level of sharing is the programming and financing of joint and complementary interventions to solve common problems, while adding value to work in a geographical or sectoral area. In the right climate, agencies can then share annual plans, look together at geographic and program strategies, and begin speeding up local results while expanding their reach.

3. Promoting Relations Outside the NGO Sector, and Strategic Programming With Larger Development Forces

Building bridges to donors, the Nepali Government, and larger IPVO programs is crucial to bringing about sustainable change, breaking new ground across sectors, and generally benefitting greater numbers of the poor. This can be seen in relation to potable water supply, a popular community demand. In response to this demand, the Nepali Government set up technical teams to install systems, but did not evolve participatory mechanisms to ensure full acceptance and maintenance. Estimates put out-of-order systems at up to 80%. NGOs can change this situation. They can be the social engineers that provide learning and planning opportunities to help the community embrace the project as its own, organize user committees, and create the social will and procedures for maintenance. In short, they can provide the social component, without which most technologically-sound efforts, however well-intentioned, will fail.

Opportunities for up-grading the complementary role between the official and voluntary sector abound, and can be captured in ways that protect voluntary independence while improving local utilization of official resources. Exploring the right mechanisms begins with a look at what NGOs need from the outside to enhance their work. One such need is improved access to relevant information services, with the information being available in efficient and accessible formats. Other needs include funding and resource matching as well as consultative mechanisms. NGOs often want more than to be "deployed" in exchange for funding; they have their own purposes and directions for which they often seek vehicles beyond funding such as expertise, in-kind resources, and cooperative agreements with others (including government).

Another growing requirement is government linkages at multiple levels. To realize the Nepali Government's development goals, not only will NGOs and IPVOs need to help people make use of official resources via stronger planning and user skills, but those having influence with ministries will have to help ensure that official actors are responsive to people's needs. In some cases, these agencies will need access to higher authorities, to reinforce desirable changes or to resolve a problem with a local authority. Also, effective local access to resources often requires contact at more than one level. And where possible, constructive relations with local government, built perhaps through joint training and other initiatives, can improve cooperation up the

line. All of this assumes, of course, that voluntary agencies do not lose sight of their important social advocacy roles in pursuit of external contacts and funding.

4. Financing and Material Needs

As NGO programs begin to use new social processes, management tools, technologies and strategic programming, reliable sources of funding and other resources become essential. Yet this study produced a major caveat: funding must be part of a process of continuous strengthening and programming, and not an isolated input.

Financial needs vary according to the outcome of the social process, and how it is fed into higher-gain programs. For example, at the end of a learning program in a district, several clusters of NGOs may need to experiment within a sector, or they may want to launch an integrated pilot scheme with links to government. In another case, an NGO participating in a strengthening program may need funds to modify or improve its projects.

Until now, funding, expertise, and other resources were largely tied to isolated projects or sectoral material inputs. NGOs need unwritten criteria to broaden and embrace a more complete spread of program endeavors.

5. Skilled Intermediary/Facilitator Mechanisms

From the aforementioned, it follows that there is a need for intermediary and facilitating mechanisms to assist NGOs with better overall skills, including those relating to learning and collaboration; access to program tools, methods, and materials; training and other technical assistance. In addition, such mechanisms can be central in amassing government and donor aid for well-conceived strategic ventures among NGOs and with others involved in development.

To this end, the SSNCC, with its mandate to strengthen NGOs, is in a position to provide the forum by which its members define mechanisms to meet their needs. The Training Cell program, recently funded by UNDP and USAID separately, is an outgrowth of such a consultation process, and is aided by an IPVO. Other IPVOs can also enhance their existing intermediary roles, and thus extend more creative and intensive forms of support to their national colleagues.

While it is unlikely that any one mechanism could ever meet all the NGO needs listed above, a wide-ranging, well-coordinated effort may do so. This effort could be greatly enhanced by having SSNCC as the team leader for promoting and implementing the strategy at the national level.

VRO FUNCTIONS

Below are functions which can be assumed by the SSNCC, other national VROs and/or committed IPVOs:

Perhaps the greatest potential breakthrough lies in the voluntarism and motivation of most of the national institutions and people's groups. Methods to further these groups' talents for more socially-responsive development should anchor any plan for voluntary uplift.

1. Beyond Expansion of Resources for NGOs and IPVOs

While there is a need to expand NGO activities, and to enable IPVOs to find their most productive roles, a rational expansion of the sector should pay close attention to expressed concerns of the Nepali Government and the SSNCC for strategic coordination with national policy.

IPVOs, while needing help to advance their own priorities, could strengthen their credibility through more frank study of their field experience for wider application; through greater collaboration and less divisiveness among themselves; and especially through more supportive relationships with NGOs, sub-national NGOs, and government. In Nepal, IPVOs are in the unique position of being able to help the indigenous voluntary sector to its professional feet.

2. Building Resource Groups

Some IPVOs can add on or expand functions, or act more as resource groups for NGOs and community groups in their own chosen districts and nationally, instead of remaining purely operational. They may find useful roles as providers or arrangers for technical assistance and resources, while serving as a conduit of timely information. Those agencies that have already assumed this more facilitative role, and have done it sensitively, have not seen their own field results suffer. Rather, they have substantially increased the impact of programs other than their own, and so have increased their net influence and visibility.

A major potential exists in further encouraging and building the SSNCC as a support institution for NGOs, by boosting its capabilities to provide training, technical assistance, consultative processes, information exchange, small-scale funding, and effective monitoring at district and national levels. To ensure full participation, SSNCC should provide these services in partnership with its members and associates through specific programs for voluntary resource services, NGO funding and strategic support.

3. Expanding Programs

NGOs show promise in all major areas that would raise the living standards of the people to the Asian standard, as is the Nepali Government's policy. Programming efforts around the rural development, health, agroforestry, and agricultural interests of the Nepali Government could benefit from a well-assigned set of preparatory, consultative, learning and planning measures to ensure more than simple expansion of individual projects.

For example, in a specific geographic location in which a range of IPVOs, NGOs, and sub-national NGOs are working, a strategy to enhance their collective efforts could be set in motion. This could take the form of learning and subsequent field applications among agencies facing specific problems. It could lead to more strategically-aligned, sustainable efforts, supported by donors and IPVOs, and ultimately would produce much greater geographic and demographic coverage in the district of action.

4. A District-Level Approach

At the district level, a mobile development services program could build relationships with and between development actors over time. Although much will depend on the nature or extent of the organizations involved, this study finds that the most relevant services are those promoting NGO and local group interactions, joint training activities and field applications, better voluntary relations outside the sector, and joint programming/coordination exercises. These then could be followed by providing funding for well-planned activities through a flexible small grant process.

5. Sharing Lessons for Wider Application

The NGO/IPVO experience to date is a resource for self-teaching. Agriculture experts have studied the irrigation and soil conservation systems of World Neighbors/FPAN, for instance, so that they may apply them in their own programs. World Neighbors has developed training kits and film strips, drawn from its own lessons, in a variety of technical areas of relevance to agencies, public and voluntary.

The SSNCC's training methods in participatory water and sanitation, developed with the help of UNDP, are being used by UNICEF in their water supply programs with MPLD. For the first time, training is introducing technicians and engineers to social process skills, to put them more in tune with participatory issues in their field work.

Many active agencies lack the resources and evaluative skills necessary to draw lessons and produce such tools from their own experiences, much less to train other NGO and government program staff. Helping those agencies to do this would strengthen overall development, and not only in the voluntary sector.

IPVOs and other national resource bodies can also feed such tools into a broader national information access system. In addition, they can begin putting together a national pool of expertise to assist operational agencies across sectors and in other challenges of a social or political nature.

6. Toward Strategic Gains in Development

A longer-term goal is strategic support for specific policy gains. For example, agencies could help leverage a wider representation of local interests in government plans. This could be achieved by helping action groups at the primary level to organize their activities, clarify their problems, and articulate to both local and national officials which resources they require. These and other consultative processes should help governments as well as external agencies gain better information for improved rural development planning.

7. National Consultations on Key Development Concerns

Evolving an ongoing consultation process which links the Nepali Government, donors, IPVOs, NGOs, sub-national NGOs and even community resource persons can serve a dual purpose. One purpose is to focus attention on the key issues that all the groups have in common. The other is to develop concrete mechanisms and programs that better align resources and agencies, thus producing better and more sustained results.

Another effect of consultative meetings on key issues at policy levels is to strengthen the NGOs' confidence that they are not simply to be deployed by others, but that they have a say in the policies and operational procedures as part and parcel of government-NGO cooperation. The SSNCC's credibility can also benefit from this, if it actively helps to feed the views of its NGO constituency to the Nepali Government. Such consultative meetings could start at local levels and build toward the national level. In 1982, exercises of this sort were conducted for the UN Water and Sanitation Decade, which resulted in the creation within the Council of the Water Decade Cell. Presently, several IPVOs and UNICEF have begun work with this cell to connect program efforts, and help improve government efforts toward reaching Water Decade goals. The Water Decade exercise also led to major donor endeavors to strengthen the SSNCC's service function, which is why its Training Cell is so active today with NGOs.

RECOMMENDATIONS

This study's findings verify a clear need and opportunities for support to the NGO sector, in order to accelerate and expand development progress in Nepal. They also suggest that a sound strategy will not be ad hoc, but coordinated and purposeful. Decentralized need not mean "scattered." There are concrete roles not just for bi-and multi-laterals, government, and the SSNCC, but for IPVOs and the handful of VROs which supplement the Council's Training Cell.

NATIONAL VROS, IPVOS

- For the SSNCC's Training Cell, other VROs, and those IPVOs willing or able to more actively support the indigenous voluntary sector, this study recommends:

1. **Helping NGOs and people's associations make more concerted headway in creating and using development communications methods and materials** which can empower people to plan and realize goals, and which local people can adopt as their own tools, in order to gradually lessen dependence on outside facilitators;

2. **Coordinating with one another to blend methodological training and services with other relevant assistance to NGOs,** including capacity-building in planning and management, relations with other resource bodies and government, gathering and locating essential sectoral and technical help; and building new, coordinated program strategies to enhance and widen NGO coverage;

3. **Ensuring that training, consultancy, and other vital services are delivered and sustained in the field,** that they involve the maximum number of sub-national NGOs possible over time. Such services should also include tools which field workers can use to independently assess local interactions for social and material progress, track how they are applying learning day by day, and otherwise act as their own counselors in the absence of others;

4. **Helping national and sub-national NGOs and people's associations engage greater numbers of community technical resource people, volunteers, youth activists, and paid facilitators** to work with multiple villages. This would help mobilize human resources around the country without drastically increasing NGO staff;

5. **Finding ways for NGOs to contribute to national development policy and programming,** to assist in broad national strategies such as women's economic advancement, child survival; and to generally gain credibility with the government;

6. **Finding appropriate means by which IPVOs can supplant operationality** with other roles such as facilitation, information dissemination, technical assistance, setting up resource pools, conducting timely market studies; and otherwise fulfill roles for which this study finds them in prime position;

7. **Mapping a strategy by which VROs can ultimately cover the entire breadth of development-oriented NGOs,** and tap the tremendous well of human resources within Nepali people's associations, through decentralized but connected services, networking, and appropriate external assistance.

DONORS AND MULTI-LATERALS

- For bilaterals, UN agencies, and multi-lateral lenders, this study recommends support for a continuous process of:

1. **NGO strengthening,** on-the-ground development action and innovation, and gradual expansion of benefits;

2. **Improving voluntary resource assistance** (training, consultancy, and other services) to Nepali NGOs and local people's associations;

3. **Engaging NGOs in project planning** as well as execution, in those sectors and geographic areas where donors concentrate assistance as well as in other areas of need;

4. **Building and sustaining dialogue** among NGOs, the SSNCC, donors and government at national levels, in order to upgrade communications and coordination for grassroots advancement.

AN UPDATE

Following an earlier version of this study, UNDP and USAID separately funded components of an Umbrella Strategy for NGO-strengthening and increased outreach, managed by the SSNCC's Technical Division - specifically its Training Cell. This new program is being guided by an external intermediary - PACT - in consultation with each donor, the Nepali Government, and the SSNCC.

The Program's main features include:

- **Action-based NGO training and self-learning with IPVO participation;**
- **Project application and technical assistance; and**
- **NGO consultation, program linkage, and extension.**

The support program addresses the following capacity needs of NGOs and local action groups:

❑ **Strengthening programmatic capacities and project sustainability through intensive learning and work in:**

- Community needs assessment, organization, decision-making, self-monitoring/analysis;
- Participative methods and interactive materials; and
- NGO project formulation, and related resource planning, management, monitoring, analysis, adjustment, and evaluation.

❑ **Building technical capacities through assistance in:**

- income generation and rural productivity;
- local agriculture and agroforestry;
- health care and family life improvement;
- local resource technologies; and
- other social and economic advances in demand.

❑ **Over time, extending development benefits via:**

- a program monitoring and refinement system of learning, planning, action, review and analysis;
- wider inclusion of primary and other local action groups by NGOs; and
- stronger individual and collective NGO program strategies to enhance, sustain, and extend promising initiatives.

The training and technical assistance components of this program - and requisite strengthening of the Council's Training Cell to deliver or arrange for them through others - are funded under a UNDP grant. As specific pilot initiatives and collaborative projects emerge from the action learning process, they are eligible for funding under an operational program grant from USAID. By 1991, over 50 NGOs will have been mobilized in this process of learning, project formulation, and inter-group coordination.

GLOSSARY

ACP	Association Of Craft Producers
ANP	Applied Nutrition Program (Freedom From Hunger)
BBP	Baudha Baunepati Project
BNMT	British Nepal Medical Trust
CARE	An American PVO
CDO	Community Development Office
CERIO	Center For Educational Research and Development
FFH	Freedom From Hunger - Meals for Millions
FP/MCH	Family Planning/Material and Child Health
FPAN	Family Planning Association of Nepal
ICCD	Interchurch Coordination Committee for Development
IDS	Integrated Development Systems
IPPF	International Planned Parenthood Federation
IPS	A French PVO
JNSP	Joint Nutrition Support Program
JOICFP	Japanese Organization for International Co-operation in Family Planning
LWS	Lutheran World Service
MPLD	Ministry of Panchayat and Local Development
NCO	National Children's Organization
NGO	Non-Government Organization
OXFAM	An IPVO
PACT	Private Agencies Cooperating Together
RUTDES	Rural Technology Development and Extension Service
SAP	South Asian Partnership
SARAR	Acronym for Participatory Training Methodologies

GLOSSARY

SATA	Integrated Hill Development Project
SCF	Save the Children
SSNCC	Social Services National Coordination Council
SUS	Samaj Uthan Sangh
UCEP	Underprivileged Children's Educational Program
UMN	United Mission to Nepal
UNV/DDS	United Nations Volunteer/Domestic Development Service
USC	A Canadian PVO
VDC	Village Development Committee
VRO	Voluntary Resource Organization
WSCC	Women's Service Coordination Committee

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APPENDICES

APPENDIX 1: NGOs — TYPES, FUNCTIONS AND SECTIONAL INTERESTS

Name of Agency	Type		Functions								Sectoral Interest / Emphasis									
	Operational	Intermediary / donor	Social Activity	Social Services	Mixed-Development/Soc.Serv.	Development	Sustainable development	Co-ordination of NGO	Technical Services to NGOs	Strategic facilitation to NGOs	Integrated	Women	Youth	Health / Family Planning	Agriculture / animal husbandry	Agro - forestry	Human Resource Development	Infrastructure	Small Enterprise	Disabled /helpless
1.Nepal Red Cross Society	*				*			*	*		*			*			*			
2. Paropakar Organization	*		*											*			*			
3. Nepal Family Planning Association	*			*		*	*				*			*		*			*	
4. Nepal Anti T.B. Association	*				*			*	*					*						
5. Nepal Disabled Association	*			*				*									*			*
6. Nepal Leprosy Relief Association	*			*										*					*	
7. Nepal Netrajyoti Sangh	*			*				*	*		*			*				*		*
8. Deaf Welfare Association	*			*										*						*
9. Blind Welfare Center	*			*															*	*
10. Aishwarya Health Care Welfare Center	*			*										*						
11. Nepal Cancer Relief Society	*			*				*						*						
12. Mentally Retarded Welfare Organization	*			*										*						*
13. Ayurbedic Medical Development System	*				*									*						
14. All Nepal Yoga and Natural Care Centre	*			*										*						
15. Nepal Oral Health Society	*			*										*						
16. Nepal Children's Organization	*			*							*		*					*		
17. SOS Children's Village	*			*									*					*	*	
18. Mother's Club	*				*			*			*	*		*	*	*	*		*	
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19. Women Development Association	*				*						*	*		*	*	*	*	*	*	
20. Women Development Centre	*				*							*							*	
21. Rural Women Development Club	*			*								*		*					*	
22. Women Welfare Centre	*			*								*							*	
23. Women Upliftment Service Centre	*			*								*							*	
24. Nepal JAYCEES	*		*										*	*		*	*			
25. National Youth Service Fund		*			*								*							
26. G.A.A. (Godavari Alumni Assoc.)			*		*								*							
27. Himali Pariwar Club	*		*		*								*	*				*	*	
28. D.Y. Club	*		*		*								*	*				*	*	
29. United Youth Club	*		*	*									*							
30. Arunodaya Sports Club	*		*	*									*	*					*	
31. Dhulikhel Youth Club	*			*	*						*		*	*	*	*			*	
32. Naxal Youth Club	*		*	*									*			*				
33. Shree Bajra Barahi Society Development	*		*		*								*	*		*				
34. Rudrayani Youth Club	*		*										*							
35. Jan Mukti Youth Club	*		*	*								*	*	*			*			
36. Sita Paila Youth Club	*		*										*							
37. Jyoti Club	*		*										*							
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38. Maitri Club	*		*										*							
39. Damauli Sangam Club	*		*										*							
40. Bhadra Youth Club	*		*	*									*							
41. Suryamuki Shanti Youth Club	*			*									*	*		*				
42. Shee Narayangarh Youth Club	*		*	*									*			*				
43. Amar Youth Club	*		*										*							
44. Waling Youth Club	*		*										*							
45. Prabhat Youth Development Club	*		*										*							
46 Sailungeshwori Development Association	*		*	*									*	*		*		*		
47. Jagriti Yuba Club	*		*	*									*	*				*		
48. Lalitya Yuba Club	*		*	*									*	*		*	*	*		
49. Rhino Club	*			*									*	*		*		*	*	
50. Narayani Pariwar Club	*		*	*									*	*						
51. Youth Association	*		*										*							
52. Prabha Youth Club	*		*	*									*							
53. Kalinchok Youth Club	*		*										*							
54. Yuba Jagrit Club	*		*	*									*		*			*		
55. Indrayani Yuba Club	*		*	*									*	*						
56. Sungava Club	*		*	*									*	*						
57. Kalika Youth Club	*		*										*							
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58. Shree Raj Devi Youth Club	*		*	*									*	*					*	
59. Shree Arunodaya Maitripurna Club	*		*	*									*	*						
60. Young Star Club	*		*										*							
61. Bhimesworti Yuba Club	*		*	*									*	*		*		*		
62. Sunapati Youth Club	*		*	*									*	*		*			*	
63. Tribeni Youth Club	*		*	*									*	*		*		*	*	
64. Malika Youth Club	*		*										*							
65. Arunodaya Youth Club	*		*										*							
66. Dipendra Youth Club	*		*										*							
67. Janhit Youth Club	*		*										*							
68. Mahendra Youth Club	*		*										*							
69. Kaski Jan Jagriti Yuba Club	*		*	*									*							
70. Reyukai Nepal	*		*								*									
71. Nepal National Social Welfare Association	*		*																	
72. Nepal Charkha Pracharak Gandhi Smarak Mahaguthi	*				*							*			*		*		*	
73. Nepal Jesuit Society	*				*						*						*		*	*
74. Dukha Nibaran Guthi	*		*																	
75. Samaj Sudhar Club	*		*	*							*			*		*			*	
76. Sri Gaon Sudhar Samiti	*		*																	
Continued ...																				

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77. Jan Sewa Samiti	*		*	*										*		*	*		*	
78. Sanatan Dharma Sewa Committee	*		*	*										*	*	*	*		*	
79. Adwait Sanstha	*		*	*														*		
80. World Hindu Association	*		*	*														*		
81. All Nepal Mahayan Cuthi Society	*		*																	
82. Shree Pashupati Religious Service Committee	*		*	*														*		
83. Satsang Pariwar	*		*															*		
84 Sri Sewa Dharma Committee	*		*															*		
85. Sri Nilbaran Satsang Committee	*		*															*		
86. Sri Narayan Satsang Committee	*		*															*		
87. Shri Baraha Area Religious Committee	*		*															*		
88. Sanatan Dharma Sewa Sangh	*		*															*		
89. Bandha Aradhak Sadan	*		*															*		
90. Maharsi Chetan Bigyan Association	*		*	*														*	*	
91. Sri Geeta Bhawan	*		*											*				*		
92. Geeta Adhyan Mandal	*		*															*		
93. Matribhumi Service Association	*		*															*		
94. Shree Bindhebasini Adhyatmik Sangh	*		*															*		
Continued ...																				

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95. Bisranti Mandir	*		*															*		
96. Sitaram Sewa Committee	*		*															*		
97. Sanatan Bhagwad Dharma Rajmarg	*		*															*		
98. Bandra Upasika Sangh	*		*																	

APPENDIX 2 : IPVOs — TYPES, FUNCTIONS, AND SECTIONAL INTERESTS

Name of Agency	Type		Functions								Sectoral Interest / Emphasis									
	Operational	Intermediary / donor	Social Activity	Social Services	Mixed-Development/Soc.Serv.	Development	Sustainable development	Co-ordination of NGO	Technical Services to NGOs	Strategic facilitation to NGOs	Integrated	Women	Youth	Health / Family Planning	Agriculture / animal husbandry	Agro - forestry	Human Resource Development	Infrastructure	Small Enterprise	Disabled / helpless
1. Norwegian Church Aid	*		*											*						
2. World Missionary Evangelism U.S.A.		*								*							*			*
3. Norwegian Association for Mentally Retarded		*							*											*
4. Redd Barna [Norwegian Save the Children]	*				*							*								
5. Ryder Cheshire Mission for the Relief of Suffering		*		*														*		*
6. Save the Children Fund U.K.	*	*			*									*						
7. Seva Service Society		*		*										*				*		
8. Swiss Red Cross		*		*										*						
9. Seva Foundation U.S.A.		*		*										*				*		
10. Terre Des Hommes		*		*														*		*
11. Christoffel Blinden Mission		*		*														*		*
12. Bank of Credit & Commerce International		*																*		
13. French Medical Mission to Nepal	*													*						
14. Under Privileged Children's Education Project	*			*													*	*	*	
15. South Asia Partnership		*									*			*						*
16. World Neighbours		*					*		*					*	*	*			*	
17. Interchurch Co-ordination Committee for Development		*			*								*						*	
18. Oxfam		*							*		*									
19. International Planned Parenthood Federation		*							*					*						

APPENDIX 2 : IPYOs — TYPES, FUNCTIONS, AND SECTIONAL INTERESTS

Name of Agency	Type		Functions								Sectoral Interest / Emphasis									
	Operational	Inter-mediary / donor	Social Activity	Social Services	Mixed-Development/Soc.Serv.	Development	Sustainable development	Co-ordination of NGO	Technical Services to NGOs	Strategic facilitation to NGOs	Integrated	Women	Youth	Health / Family Planning	Agriculture / animal husbandry	Agro - forestry	Human Resource Development	Infrastructure	Small Enterprise	Disabled / helpless
20. Ambassador Federation		*						*	*											
21. The Peace Corps [Project Fund]	*										*								*	
22. Advantist Development and Relief Agency International South-Asia		*							*				*							
23. Action-Aid	*				*						*						*	*		
24. Lutheran World Service	*	*				*			*		*							*	*	
25. Water Aid		*							*									*		
26. Foster Parents Plan International	*				*						*									
27. Nepal School Project, Canada	*				*									*			*			
28. Japanese Red Cross Society	*	*			*				*					*						
29. Japanese Organization for International Co-operation for Family Planning		*			*				*					*						
30. Movement for Development	*				*									*						
31. Save the Children U.S.A.	*				*						*			*			*	*		
32. Meals for Millions / Free from Hunger Foundation		*			*									*					*	
33. USC [Canada]		*			*				*		*								*	
34. PACT, U.S.A.		*					*	*	*	*	*	*	*	*			*		*	

SRI LANKA

OF SPECIAL NOTE IN SRI LANKA

Voluntary Groups

- The civil strife of the 1980s both hindered and heightened the role of Sri Lankan voluntary agencies, as that crisis and other factors widened the gap between poor and rich.
- Government has asked NGOs to assist areas hard-hit by the crisis, and generally to help stop the national downslide in productivity, employment, and health; but NGOs require help to strengthen program capacities, merge talents, and increase their outreach.
- NGOs are also trying to enlist more community members as resource people, especially youth and women, to extend their manpower, ease local tensions, and build a future grassroots base.

Voluntary Resource Organizations

- As the few large membership bodies continue to liaise and act as advocates with the government, service-oriented VROs must sharpen their faculties for assisting NGOs with popular methodologies, project formulation, and sectoral knowledge.

International Private Voluntary Organizations

- Unlike other parts of Asia, IPVOs here (most are American and Canadian) often willingly join with national agencies; the South Asia Partnership - a consortium of 18 Canadian PVOs dedicated to such cooperation - is a prime example.
- IPVOs are in a position to help VROs help NGOs in critical areas; and also to help form a national pool of expertise, generate vital data on market and other conditions, and make information services more responsive.

Bi-laterals, other donors, United Nations agencies, other multi-laterals

- Bi-laterals and UN agencies have generally been receptive to voluntary needs here; for instance, UNDP (among others) supported the NGOs' own creation of the NGO Decade Service, a key VRO.
- These resource bodies can now support NGO capacity-building and expanded NGO programming through key VROs and PVOs that are committed to stronger, better-aligned voluntary activity.

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OVERVIEW OF THE VOLUNTARY SECTOR IN SRI LANKA

HISTORY

A Focus on Recent Events

The tumultuous political events in Sri Lanka since 1983 have caused prolonged social eruption in the country. This section therefore devotes itself to recent history.

Times of Strife and Challenge

Since 1977, and especially during the 1980s when civil strife permeated the day-to-day lives of the rich and the poor, the influential and the powerless, vital economic rethinking at policy level has been obstructed. The ethnic crisis and the parallel insurgency in the South, which is peopled mainly by Sinhalese, have dominated much of official thinking. Completing this vicious circle, ultimately separatism and insurgency are exacerbated by the unchecked economic frustrations and feelings of powerlessness. Without relief, the threat of extended violent political action is everpresent.

Yet, despite the war-like situation, a great deal of development activity has taken place. Large endeavors, such as the Mahaweli Development Program and the One Million Houses Program with its self-housing emphasis, have exceeded 1977 projections. Large segments of the young population, mainly women, have found employment in the Free Trade Zones set up over the 1980s.

Precarious Gains

So records show that river waters have been contained to serve the people before flowing to the sea, and housing has come up to meet the demands of millions of the homeless. Modern technology, Sri Lankan skill and perseverance, foreign cooperation, and political will may have raised houses and filled more reservoirs with water. But in social terms, the net impact of these and other basic amenities on the quality of life remains to be seen. The challenge in Sri Lanka is to see how and with how much rapidity they can acquire social weight.

THE SITUATION TODAY

In the pre-1977 closed economy, state encouragement for self-help had a very small role. Political thinking in that period was preoccupied with the role of the state. To many people this meant rationing systems, and government-controlled jobs.

Today, the gravest problem Sri Lankans face in the open economy is the enormous gap between the rich and the poor. And in this ever-worsening economic picture, true progress in providing for basic needs like food, clothing, shelter, health, and education is at best precarious. It demands action which should have been clearly outlined with the opening of the economy, and which is now impeded by the crisis. Today, the indicators show deterioration in all these basic areas; and even the most talked-about development programs have failed to seep down to provide full relief to the poor.

Persistent Problems

Several recent surveys provide data on income, expenditure, savings, employment, and other key socio-economic variables. These data point to entire sections of the populous existing in dire poverty.

Fifty percent of all rural people live below the poverty line, a staggering figure given that almost 80% of all Sri Lankans are rural dwellers. Between 1978 and 1982, the year before the civil eruption, food consumption by the lowest third of income groups declined by 250 calories per person. A food stamp scheme, covering nearly 60% of all rural and 35% of all urban households in 1982, began arresting this trend. But the downslide resumed with later events, especially among the poorest ten percent.

Studies show steady growth in chronic malnutrition and declining productivity through the mid- and late 1980s. UNICEF stressed the alarming effects that these trends have on children.

The Economic Question

Unemployment is the major contributor to poverty today. Therefore, micro-level policies struggle to help curb inflation, provide infrastructure, raise market opportunities, and achieve higher economic growth rates to correct imbalances and reduce poverty levels.

Ironically, in trying to make structural adjustments to achieve growth, the poor often get needlessly hurt. New evidence suggests that where income distribution is already lopsided, such adjustments which aim to raise production, savings and investment, actually cause severe hardships for those trapped below the poverty line. This includes most landless laborers, marginal farmers, poor youth and women, and other vulnerable groups. And while Sri Lanka now has a land reform program in place, much work remains in making it an effective vehicle by which such groups can attack their most serious problems.

Advancing on all Fronts

The moral from all this evidence is that popular solutions must genuinely engage the populus, and bond together social stability, economic initiatives, increases in subsistence, and plans to meet other basic needs. This is precisely the holistic approach which has characterized much of Sri Lankan voluntarism, but which has eluded those still clinging to compartmentalized sectoral views, even in these times of crisis.

FINDINGS AND ANALYSIS

PEOPLE'S NEEDS AND VOLUNTARY POTENTIALS

A Needed Assault on Poverty: Land Reform and Proper Incentives

With its land reform program, the government has laid the foundation for increasing landless laborers' access to means of subsistence and possibly some income. But people still require legal tenure and other assistance to enable them to work toward progress rather than just struggle for survival. Voluntary agencies further purport that when tied to an improved flow of rural credit, productivity on such lands is bound to rise and provide higher incomes. And to have a multiplier effect, they say that income generation should be supported by pricing policies to keep production prices attractive, and by on-the-ground counselling for those entering into new ventures.

Employment

A direct assault on poverty must raise employment. With unemployment as high as it is today (24%), emergency employment schemes are a priority. Rural work programs at village level must absorb a large enough number of youth; and even if integrated into a larger rural development program, the village must remain the basic unit. Obviously, voluntary agencies can assist in this.

The most likely current areas for public employment schemes are those which prepare the ground for development: provision of safe water and sanitation, minor irrigation systems, educational aids and facilities, construction of vital roads, and other infrastructural facilities. But they must go hand-in-hand with private voluntary attempts to help communities achieve socio-economic self-reliance.

The imbalances caused by unemployment vary from area to area. Some of the most afflicted areas in the South, and other districts severely affected by ethnic outbreaks and the resultant war, must be served by well-designed, well-coordinated official and/or voluntary plans.

Credit

Credit is a vital, and as yet benign tool. Channeled correctly, it can optimize use of natural land and water resources. Combined with local skill-building by voluntary agencies, it can help develop agriculture, dairying, fisheries, forestry, and small-scale industry including decentralized production of consumer goods.

Health

This sector demands sustained attention, given rising malnutrition and the resurgence of malaria in places not usually associated with it, such as in refugee camps in the North and East. Until recently, Sri Lanka was lauded among developing countries for controlling malaria and cholera. Now public health authorities cite both as rising dangers. This is especially troubling since besides helping to destroy imperial Rome, malaria has wrought havoc periodically throughout Sri Lanka's thousands of years of history.

The Case for Supporting Voluntarism

Financial restraints have forced the government to curtail welfare services, which has further widened the gap between the rich and the poor. This makes it even more critical to mobilize available skills, local resources, and ingenuity to make any dent in persistent poverty. Such an assault on poverty requires creative planning and rethinking of conventional measures. Effective popular methodologies, proven worker training and follow-up techniques, locally-responsive intervention and inventions are all vital to this renewed effort. Also crucial is a purview which recognizes relationships among sectors which the poor already seem to see, such as improved diet to subsistence, subsistence to income generation, and higher income to better health care.

Against this background, the NGO role is clear. In a context of manifold problems, many of which are new or intensified, and bedeviled by an ethnic war and an insurgency, voluntary groups have more relevance than ever. They also have their work cut out for them. Sri Lanka, throughout its history and through national governments since independence, has stressed the role of the volunteer. Voluntary pro-action is traditionally built into the national psyche. The spirit of self-reliance and mutual service is inherent, fostered by Buddhist ethos.

The Official View

The government is supportive and very conscious of NGO actions on every crucial development front. Its positive approach is manifest in the place accorded to NGOs in most ministries. The Ministry of Plan Implementation has a special unit to liaise with NGOs. Its Children's Secretariat is the channel through which UNICEF funds reach NGOs helping children. There are NGO panels in the Ministry of Women's Affairs, and in the Ministry of Youth Affairs. And the NGO Water Decade Service, a VRO mandated into existence by a large inter-NGO consultation, received an unusually warm official endorsement from multiple ministries.

Despite this reserve of official will, the government still has no special "role" envisioned for NGOs, and no special budget, either. While the state is making more foreign funding and other finances available under annual grants and special projects, the situation still leaves NGOs well short of the non-material and material support integral to a grassroots campaign against poverty. Ultimately, the solution for unlocking the voluntary sector's considerable potential is shared within the entire development community.

NGO ACTIONS AND NEEDS TODAY

Responding to Crisis

During times of crisis, as in the ethnic conflict and resultant refugee dilemma, NGOs are often called upon to supplement government activity. Some NGOs that have the resources and manpower assume major roles by initiating and guiding projects in afflicted areas, while smaller agencies contribute with short-term actions.

Several joint programs have been launched by different NGOs, such as the Kandy-based Satyodaya, to conduct relief work and associated staff training on behalf of those affected by ethnic violence. IPVOs such as CARE, Save the Children UK and US, and Redd Barna also take on a great deal of relief and rehabilitation work.

Concern for Women and Children

Women and children are a key focus of Sri Lankan NGOs; there are 34 organizations dedicated entirely to the welfare of women and children. The largest, Sarvodaya, which operates in all the island's districts, recently set up a special women's movement - Sarvodaya Kulangana Sansadaya - to focus on women's and children's needs, coordinate women's initiatives, and promote and carry out research leading to action which will benefit women.

The Lanka Mahila Samity works with groups of rural women in 24 districts around the country. It has set up a marketing network to help small-scale producers of perishables get access to better markets. It trains women in managing revolving funds and acquiring credit, and in small-scale enterprise, agriculture, animal husbandry, handicrafts, and day care teaching. The Church of Ceylon Board of Women's Work enables Church women to provide services to elderly women and children. It also helps the women to upgrade village children's education via creative play and marketable crafts, while training poor mothers in these areas.

These and other NGOs concerned with women's roles and initiatives are trying to upgrade their capacities and outreach, understanding that women are key to social stability, economic uplift, and family welfare - all casualties of the recent crisis.

Increasing Productivity and Employment

Voluntary agencies throughout the country have recognized this as a priority area for women, men, and youth groups. Some, like PIDA and Sarvodaya, have made headway among poor youth and males which complements other NGOs' work with women's collectives. But more effective approaches are needed, regardless of whether or not the government succeeds in its plans to increase rural access to credit and stimulate income opportunities.

Health and Related Areas

Though there is only one NGO wholly committed to health (Saukyadana), most NGOs are concerned with health and nutrition through safe water, hygienic practices, better diets, health education, and other means. They see health as a natural tie-in to stronger subsistence and income generation efforts. And most of these NGOs know what some others may not: that merely providing facilities is not enough. "Hardware" inputs such as wells and latrines have often gone to waste when unaccompanied by soft inputs such as local motivation and participatory learning, training of grassroots volunteers, and feelings of local ownership.

Reaching for Stronger Program Capacities

NGO needs are not governed only by size. As elsewhere in Asia, there are the big national NGOs, some of which operate islandwide and attempt ever-expanding demographic coverage. The smaller NGOs work in a district or local sphere with finite target groups, but do not necessarily limit their work to one sector. Intermediate NGOs vary in coverage and sectoral focus. All seek to involve more volunteers and local resource people in their work in order to manage costs and remain consistent with Sri Lankan voluntary tradition.

The current sluggishness in moving beyond staff and drawing on the talents of community-based, frontline people is an acknowledged constraint. Part of the answer lies in greater inter-NGO coordination and more imaginative program strategy - the kinds of help some service VROs are just learning to extend. And the other part, the study finds, lies in reliable (versus simply larger) funding.

Hindrances such as ineffectiveness with the people, uneven program capacities, and non-coordination with others still touch all institutions. Agencies are searching for means not just to better promote change, but to sustain its social and material gains, and to extend benefits to others without simply yielding quality to coverage. Today's heightened climate of need, with feelings of urgency permeating most development work, makes these institutional issues all the more salient.

VROs, government, IPVOs, and donors each have influence over the course NGOs will take to overcome these constraints, and over how equipped they are to complete it.

VROS: MULTIPLE ROLES

As national helping bodies for Sri Lankan NGOs, Voluntary Resource Organizations fall into distinct categories (the spectrum of VRO functions is explained in the Regional Overview). Keeping with tradition, there are several umbrella, apex, or consortium-type VROs, with membership and coordinative functions.

Of these, the NGO Council of Sri Lanka has the largest number of affiliates working islandwide. The Central Council of Social Services helps coordinate actions among 52 social service NGOs. The Secretariat for Plantation Areas is Kandy-based and, as its title implies, is a convening point for sixteen development-oriented NGOs working in the plantation areas.

Large membership bodies in Asia often confine themselves to the capital, and in terms of usefulness to NGOs amount to no more than annual conference-planners or keepers of mailing lists. But the Sri Lankan Women's Conference represents a stronger membership institution, fulfilling advocacy and resource-clearing functions which a pure "service" VRO could not. The SLWC provides 34 women's organizations with guidance to obtain project funding, helps them avoid duplicating work, and acts as a pressure group on behalf of member NGOs, successfully lobbying the government on matters of importance to women. The VRO convinced the government to open a Women's Bureau for linkage to voluntary initiatives.

Delivering non-Membership Services

If membership-type bodies occupy one end of the VRO spectrum, others near the middle either have been created as or evolved into pure service agencies. These VROs choose not to concentrate on representational or secretariat roles. Rather, they provide affiliate NGOs with training, consultancy, information and communications

services, and networking assistance in harmony with a stronger field orientation than their apex brethren. As in Indonesia, some operational NGOs also deliver VRO-type training and program services to other (usually smaller) institutions, with a spirit of agency-to-agency voluntarism.

Incorporated in 1985, the Centre for Development Cooperation is a VRO fulfilling several service functions. It serves as a collecting center for information of current relevance to NGOs; provides consultancies to NGOs and government agencies; actively networks among like-minded NGOs to help them share experience, expertise, and where possible to help them merge program strategy; and provides research services and consultancies to donors and other international bodies to improve development cooperation. However, CFDC charges for services rendered, which deters the smaller, resource-poor NGOs.

Sri Lankan service VROs have yet to refine field-relevant training, development communications support and other program services to make the lasting imprint they seek on NGO capacities. Recent attempts and study findings suggest that they can improve these services - critical as they are to the current NGO agenda - by joining in a strategy where they each assist clusters of NGOs in the field, receiving help in methodology from others in the country (including IPVOs) and in the region.

Strategic Facilitation

At the far end of the spectrum, this relatively new VRO role in Asia can help NGOs expand exemplary approaches, recruiting more local resource people in the process, and building political will within and outside the voluntary sector to sustain grassroots initiatives.

At present, one VRO in particular is gravitating toward helping operational agencies with imaginative program strategies. The NGO Water Supply and Sanitation Decade Service - popularly known as the Decade Service - is a service VRO with an affiliation of 30 NGOs. Most are community development agencies whose agendas at least touch on water, sanitation, and health issues.

The Decade Service, called into being by NGOs themselves in 1983 with government concurrence and UNDP support, helps NGOs arrive at strategies for sustaining and extending their work through special "Learning and Linkage" programs. The VRO helps agencies jointly experiment with different community development models, and arranges training programs in participatory methodologies and non-formal materials for tying in water and sanitation with mainstream community activities. It also organizes inter-NGO project visits, and facilitates exchange sessions to itemize and propose solutions to common problems.

Like other VROs in Asia attempting strategic facilitation for the first time, the NGO Decade Service faces constraints in the number and kinds of NGOs actively requesting its services. Voluntary agencies readily admit that they must build long-term project durability by somehow involving government and other resource groups, and that they should think more creatively about how to extend their work to other communities and sub-groups.

But as in many countries, NGOs are so consumed by day-to-day project work, funding uncertainties and medium-range planning, that they have little time to think concretely about such issues. Thus, even as a VRO begins to offer help in strategic facilitation, and even if it reaches the required level of proficiency (which Asian VROs have yet to reach), it still confronts the issue of building NGO demand. This study finds that the ad hoc nature of VRO services is part of the problem - and that an adequately-funded project for building NGO program capacities and strategies will raise that demand.

IPVOS: CLOSER TIES WITH NATIONAL VOLUNTARISM

There are comparatively few IPVOs in Sri Lanka; most are of American and Canadian origin. Unlike their counterparts elsewhere in Asia, IPVOs in Sri Lanka often willingly cooperate with national NGOs. CARE has moved beyond its traditional ties with government ministries to work with Sarvodaya in Kandy on advancing local income generation, training small rural NGOs, and hosting meetings of NGOs from the trouble-ridden North and East.

Helen Keller International uses Sarvodaya field workers to help the blind rehabilitate. Foster Parents Plan International (PLAN) conducts leadership training for project communities in Kandy in tandem with Satyodaya. It also participates in NGO Decade Service activities, and closely associates with several NGOs in staff training programs.

A Special Kind of Consortium

Worth mentioning here is an arrangement struck by 18 Canadian PVOs. Together they form the South Asia Partnership (SAP), a consortium constituted in 1982 to support NGOs in South Asia. Its Colombo Secretariat has a Project Committee which reviews NGO proposals, and funds village-level projects by small and medium-size NGOs.

Assuming some VRO functions, SAP staff assist NGOs with project formulation and such through field visits and structured sessions. The consortium also delivers training in planning, management, monitoring, evaluation, and accounting; runs an intra-country program in "Linkage, Exchange, Animation and Partnership" for 80 NGOs; is launching a "Documentation, Reporting, Evaluation" support program; and plans impact studies of its entire NGO funding and services effort.

SAP admits to problems in funding many worthy NGOs which lack program development and management skills. It does not have the expertise to match NGO demands for training, but obtains it from other organizations such as the Sri Lanka Foundation Institute.

Across countries, this study has found that funding agencies have difficulty delivering the right technical assistance, since grantees are naturally reluctant to expose weaknesses to those who are reviewing their proposals. Thus it will be worthwhile for SAP to connect more methodically with indigenous VROs to obtain accurate institutional needs assessments and so deliver the right training, consultancy, and strategic support to SAP grantees.

Regardless of the outcome of its impact studies or the net success of its NGO technical assistance, the model of a funding-and-advising source representing 18 IPVOs remains unique. It deserves to be looked at carefully by other IPVOs.

CONCLUSIONS: BUILDING NGO CAPACITIES TO ACHIEVE MORE

THREE POINTS OF FOCUS

In summary, this study finds NGOs striving to bring about greater social stability, economic progress, a sounder environment and better public health - all amidst a climate of crisis and fear. Achieving this with communities and vulnerable sub-groups such as youth, women, and landless laborers requires stronger NGO capacities on three fronts:

1. Methodology

Interactive methods and materials to unleash community expression and inventiveness (especially among youth, given the current crisis), to help local participants decide on and carry out plans, and to give them means for sustaining self-directed action.

2. Project Development

Management and Sector Knowledge - Skills and tools by which NGO staff can evolve multi-faceted programs; more efficiently manage resources and guide development; and gain access to necessary technical information and expertise.

3. Program Strategy

Creative routes to joining forces with other NGOs; building official political will at district and national level; expanding development within a geographic area and/or with new vulnerable groups; sustaining local social and material gain; teaching communities how to gain access to available resources; and extending proven approaches to new districts by engaging more local resource people.

COORDINATED VRO AND IPVO EFFORTS

In Sri Lanka, VRO assistance is relatively strong, but diffused and inadequate, given the nation's situation and NGOs' urgent capacity-building and strategic needs. This study finds that much more can be done with NGOs, large and small, under a coordinated rubric of services and resource-channeling (in that order).

Should a donor decide to help formalize such a process in a project, that process should be facilitated by a non-membership, non-coordinating VRO - in other words, one accustomed to servicing its constituency. In a sense, this lead VRO would be first

among equals, accountable to the donor and its constituents, but with no undue leverage over colleague VROs. In addition, IPVOs could build upon their record for informally allying themselves with NGOs by boosting a VRO effort in ways which match their talents - even if this means reducing their operationality.

While there is an urgent need for relief and social reconstruction throughout the country, diverting energies to an NGO-strengthening program is a more than worthy trade-off, given the long-term national benefits. Information services, data gathering on changing economic and environmental conditions around the country, training, technical assistance, advocacy, and shared funding are among the areas where this study found that IPVOs can contribute to the cause.

RECOMMENDATIONS

VROS, IPVOS, OTHER VOLUNTARY RESOURCES:

1. **Use the good reputation and wide NGO coverage of Sri Lankan VROs to shape a coordinated strategy for NGO capacity-building**, strategic facilitation, and resource growth. Begin as small or large as resources and good sense dictate, but ensure the strategy is well-conceived, and dedicated to program as well as institutional outputs. Engage resource agencies, intermediaries and donors early in the planning for advice, advocacy, funds, wide support, and NGO buy-in.

2. **Irrespective of how formal an NGO-strengthening commitment is, it should concentrate on the areas mentioned in the Findings section:** Participatory Methodology, Project Development, Management and Sector Knowledge, and Program Strategy.

3. For success in all areas, **participating VROs must seek help during the planning phase for upgrading their own training, consultancy, information, strategic assistance, and other helping skills.** For example:

   ❑ This and a prior study find that Sri Lankan VROs and NGOs alike possess good development promotion instincts. But they lack knowledge of interactive communications materials and processes beyond rudimentary non-formal education. VROs need to expose themselves to intensive training in new approaches from regional and international sources, before delving into methodology with NGOs.

   ❑ Training must be field-oriented and not confined to brief workshop events; it should be an ongoing process with active counselling (not brief checkbacks) and tools, which NGO staff can use to monitor community progress and their own faculty for applying new ideas.

   ❑ In shaping any syllabus or learning-application format, VROs must be careful to adapt inputs - especially managerial, sectoral, and technological inputs - to the field conditions and institutional realities which NGOs face.

   ❑ With strategic facilitation a service still in progress among Asian VROs, they must draw on multiple resources to arrive at formats which NGOs can use to:

   - assess local possibilities for sustaining or extending development, and for identifying the players who impinge on them;
   - map a course of action in which the NGO, communities, and local sub-groups connect and build relations with new players such as local government; and
   - manage and adjust the course according to changing organizational, political, and development dynamics.

4. **VROs, with IPVO support if possible, should try working with clusters of NGOs in circumscribed geographic areas,** to begin building capacities and guiding applications. Planners can always pull NGOs from their specific working contexts for special workshops and other events. But this arrangement also provides NGO staff with a chance for continuous on-the-job trial and support, which should lead to applied program strategies as projects show results.

5. **In the assigned areas, VROs should enlist national NGOs that have played VRO functions with smaller agencies;** the study found many of them. However, since the study also discovered that such services are generally delivered informally because "no NGO is formally geared to provide services to another NGO," VROs unencumbered by direct field programs should take the lead.

6. As part of stronger NGO servicing, **VROs and IPVOs should build appropriate on-call support for NGOs,** such as relevant and well-ordered information services, data monitoring of conditions around the country, a national and regional pool of expertise in social and technical areas, etc.

7. To reinforce local strategic facilitation, **cooperating VROs and IPVOs should construct and follow through on advocacy and awareness strategies** with government, the public, and external agencies, drawing on the talents of accomplished membership VROs.

BI-LATERALS, MULTI-LATERALS, OTHER DONORS SHOULD:

1. **Further incorporate NGO and VRO activity into their program planning** as well as execution, and support official efforts to do the same.
2. **Try to make fruitful connections between the voluntary sector and government,** both at national level and in parts of the country where external assistance is concentrated, in order to reduce lingering tensions, resume grassroots progress, and build a social foundation for optimal use of ministerial and external inputs.
3. **Support an NGO capacity-building strategy,** ad hoc or (preferably) within a structured, well-scoped program through VROs with others assisting.
4. **Provide or arrange through other donors for project funding for NGO proposals which grow from their learning and application,** and for later expanded program strategies.
5. **Assess the advantages of a "lead" service VRO and/or intermediary** to facilitate the process.
6. **Re-assess and streamline application, reporting, and budgetary requirements,** to ease NGO (and VRO) difficulties in complying with external and, at times, superfluous sets of demands.

APPENDIX

VRO PROFILES

1. Sri Lanka Muslim Women's Conference (SLMC)

Organization/Objectives: The SLMC is an umbrella organization of 22 Muslim women's organizations. The objective of SLMC is to redefine the role and improve the position of Muslim women in all aspects of life, with special emphasis on under-privileged rural women. Apart from this group, the target groups of SLMC programs are middle class urban women, agricultural communities, urban middle and working class Muslims.

Services/Functions: The SLMC is a forum for Muslim women where the services include opportunities for women to educate themselves to meet national development needs, and to enhance their skills and motivation. They are also taught to interpret the Koran in the light of women's roles so as to build awareness both educationally and socially. An activist/progressive group from the SLMC, including a number of professional women, are carrying out this work in the form of counselling-two books on the subject will be published soon.

2. Sri Lanka Women's Conference (SLWC)

Organization: The All-Ceylon Women's Conference, later known as SLWC, was inaugurated in 1944. It is a grouping of 34 women's organizations.

Objectives: The SLWC's ultimate objective is to bring together associations working for the welfare and advancement of women and children. This is achieved through the holding of conferences of public interest with special reference to women and children, through study and education, and through promotion of health, employment, and other national/local priorities of women and youth. The umbrella group also works to improve the status of women by watching public affairs pertaining to women's rights and interests, by pressing for action on the findings of conferences, by cooperating with national and international organizations, by urging independent research, and by encouraging women to take their share of responsibility in fostering national unity.

Services/Functions: These include: providing NGOs guidelines to obtain funds for projects; preventing duplication of NGO work; acting as a pressure group; cooperating with Ministry of Women's Affairs, government agencies, NGOs on behalf of affiliates, program goals; lobbying the government on important matters connected to women, such as advocating the establishment of a Women's Bureau in government.

Constraints: These include: lack of an office and an auditorium for holding meetings. The SLWC needs a building and basic facilities including more staff, equipment, and provisions for training programs for affiliates.

NGO affiliates: The SLWC does not provide funds for projects. Coordination is minimal and occurs only when the SLWC is acting as a pressure group, for example, as it demonstrated during the Indian "Air Drop." It tries to prevent overlap of programs. However, it does not suggest projects or programs to affiliates as NGOs are not often in favor of such suggestions. The SLWC feels it has a role to play, but is not currently getting the suggestions it wants from member organizations.

The SLWC feels the need for more inter-NGO coordination - for example, senior NGO members should give more guidance to newer and less-organized NGOs. This is very necessary, but under the present set-up does not happen.

Links with VROs: The CFDC attends meetings and gets the benefits of low rates for services such as typing, photocopying and so on. These services can be expanded. CIDA - (Women in Development) has just been set up and hopes to have contact in the future. NGO Council of Sri Lanka is a member, is represented on the Board, and attends meetings. CCSS was a member at one time, but is not now.

IPVOs: No direct links with any IPVOs.

IPVOs can share training skills with local NGOs. They should seek out VROs such as SLWC and organize beneficial programs for NGOs through the SLWC. Isolated NGOs will benefit through this process.

SLWC feels that IPVOs have a very important role to play in acting as a liaison with the SLWC, which could prove to be of mutual benefit. If IPVOs work with national NGOs, they will understand the local situation better, and be able to fully tap the volunteerism that is not yet used to its maximum.

3. National NGO Council of Sri Lanka (NGO Council)

Organization: The NGO Council was established in 1981 and at present has membership of 96 NGOs. The principle objectives are:

- to promote and strengthen communications, cooperation, and collaboration between NGOs.
- to encourage and support the exchange of experience, expertise, information, knowledge, and technical know-how relating to NGO activities among member NGOs.

- to sponsor and support research by NGOs in their respective fields of specialization with a view to improving their own efficiency, and to help other organizations benefit from their experience.
- to voice NGO views and make representations to government, UN, and other international organizations on their behalf.
- to conduct and support national and international seminars, workshops and training programs for the benefit of the NGOs.

The Executive Body of the NGO Council is the National Coordinating Committee, comprising five office bearers and 15 elected members from the AGM. It has a secretariat with one full-time secretarial assistant and a part-time executive chairman.

Links with NGO services: The Council categorizes its members broadly into five groups:

1. Those rendering Social Services
2. Those in agriculture, fishing, and related fields
3. Health, nutrition, maternal and child welfare NGOs
4. Women's NGOs
5. Those in research, education, and cultural affairs

The NGO Council implements the following programs:

1. Training programs - an average of one per annum
2. Seminars - an average of two per annum
3. Village surveys assisted NGOs to gain capacity for conducting surveys in 1983
4. Negotiations with National Banks in obtaining credit for development (livestock, agriculture, etc.) through NGOs
5. Negotiations/mediation with government agencies.

The Council also uses members' facilities, for example auditoriums for seminars, transport, food, and lodging. The Council tries to maintain a low profile and build member confidence in it.

During 1987-1988 programs have been few due to financial restrictions.

Links with other VROs: NGO Council collaborates with SLFI, CFDC, ARTI, SAP, and Marga Institute, utilizing expertise for NGO development.

Links with IPVOs: The NGO Council has some links with a handful of IPVOs, particularly with regard to funding and technical expertise. The NGO Council feels that US PVOs (versus European PVOs) are better adapted to local conditions, are more flexible and therefore easier to link with.

NGOs can both benefit and lose by freely linking with IPVOs. On the positive side, NGOs can benefit from IPVO expertise and regional experience. It could be negative if local NGOs are constrained by their relations or simply adopt IPVO approaches without thought.

Constraints: Almost all constraints experienced by the Council concern availability of funds. The Council's needs are:

- A fully-staffed secretariat
- Technical expertise as required
- A grant for small project funds/loans to NGOs

The Council felt that other constraints are as follows:

- Each NGO expects priority to be given to its needs. This leads to undue criticism of the Council.
- Small NGOs lack accountability and proper management of funds.
- Volunteerism has been eroded by economic factors, hence the Council must expect some remuneration for services.

In addition, the Council thinks that the most urgently needed service today is skill training for youth employment. To be most effective, this employment should make use of local raw materials and utilize appropriate technology.

4. NGO Water Supply and Sanitation Decade Service

Organization: The Decade Service is a VRO consortium of 30 national NGOs with concerns in water and sanitation issues. Generally, these NGOs have their own community development programs with at least some activity in water/sanitation.

Objectives: Objectives of the Decade Service are to promote interaction among member and affiliate NGOs and others, encourage information-sharing and inter-agency coordination, and provide services and learning, joint application and more comprehensive (and expansive) program strategies.

Services/functions: The Decade Service works to achieve interaction and development expansion through special programs (such as inter-NGO Learning and Linkage). It does this by organizing training programs, follow-up support, and inter-NGO project visits; by facilitating discussions of coming problems; and by testing feasible solutions at project level, by two or more NGOs where possible.

Services include help with obtaining funds; assistance with applying nonformal education methods and materials; providing books, papers, relevant periodicals; maintaining a center for information on water/sanitation activities available in country and other parts of the world; and providing expertise to facilitate new program strategies on a request basis.

The Decade Service works with NGOs to experiment with various community development models, and share experiences more widely through seminars and documents. Since most activities involve more than water supply and sanitation, and since NGOs themselves created the Decade Service as a service body, the Decade Service avoids trying to actively coordinate member projects. Yet it says services could be improved if NGOs ask for coordination in water/sanitation projects. If this were to occur, there could be a much better exchange of ideas and creativity around nonformal educational methods and materials.

The Decade Service functions to implement its Learning and Linking program among member NGOs. It organizes training programs and follow-up support. It is developing a directory of resource persons in the sector and is channeling health education to NGO projects.

Constraints: The major constraints: the lack of funds for the maintenance of the Central office and outreach operations, and incomplete links with some NGOs not represented on the Governing Board. Another constraint is the lack of dialogue with individual NGOs to improve the VRO role and facilitate a two-way communication system. Still another is NGO difficulty in projecting far enough ahead so as to request help in shaping long-range program strategies to sustain and expand their work–and to do so by engaging other voluntary and non-voluntary groups toward that end.

VRO Links: CFDC has provided translation and photocopying services for a charge, and has collaborated with the Decade Service in workshops. SAP has channeled funds for a sanitation program through the Decade Service.

The Decade Services staff feels that VROs can improve services by informing NGO beneficiaries of the resources and expertise that they have to offer, and by organizing interactive NGO workshops at district levels, where field application would be immediate and supportable.

Links with IPVOs and others: CARE is a member. In initial stages, PACT and the UNDP provided the Decade Service with funds and guidance. All were a source of support and strength for the Decade Service to get on its institutional feet.

5. Central Council of Social Services (CCSS)

Organization: The CCSS is a consortium of 52 affiliate NGOs. It was born over 40 years ago of a need for a centralized body for social services activities, at a time when there were no state organizations or VROs for social services in Sri Lanka.

Objectives: The objectives of the CCSS are to act as a catalyst for social action, and as a stimulus for social progress by providing a national forum for the free exchange of ideas, techniques, and knowledge among social scientists, social, administrators and educators. This is done through seminars and consultations. The CCSS also aims at studying all aspects of social legislation to make recommendations to the government. It organizes research programs on the impact of social institutions. The CCSS cooperates with affiliates and state agencies within the country and outside to maximize voluntary manpower, provide training, and assist in programs to uplift the needy and those in distress.

Links with NGOs: The CCSS assists affiliate NGOs on request with resources, training, organizing programs, and acting as a channel for funds from foreign funding agencies.

Links with VROs: The CCSS participated at the first consultation meeting of the NGO Water Supply and Sanitation Decade Service and is now as member of it; it is also a member of the NGO Council of Sri Lanka, and thus collaborates and participates at meetings. The CCSS, in addition, has collaborated with the SLFI in training social workers.

Constraints: Lack of dedicated volunteers and the absence of volunteerism in general is considered the biggest constraint. This is believed to be the result of socio-economic difficulties where potential volunteers need to be given incentives - such as travelling allowance.

There are also constraints to activities in troubled areas of the country. It is difficult, under the circumstances, to interest youth, male or female, in community development work.

There is a lack of trained accountants among affiliate NGOs, hence their day-to-day accounts are done by clerks. They are in an unsatisfactory state. It is essential that training should be given to these account clerks to become qualified accountants.

Links with IPVOs: Helpage Sri Lanka CCSS Senior Citizens' Association is a support group. The Helen Keller programs were first launched in Sri Lanka by CCSS in association with Sarvodaya.

Role of IPVOs: If the head of the Sri Lanka-based IPVO is a Sri Lankan, (as is the case in SCUSA) and HKF, then the IPVO gains much more acceptance among Sri Lankans, since it is not considered "foreign" by local people. If people consider the IPVO as "foreign," it is looked upon in some sense with disfavor.

It is felt that USPVOs working in Sri Lanka have helped to change attitudes of certain expatriates toward Sri Lankans. By working closely with some of them, USPVOs have come to recognize the important role of NGOs.

The CCSS expresses that since the USPVOs have greater access to funds, they should work to strengthen activities. USPVO work should complement the work of national NGOs.

6. Coordinating Secretariat for Plantation Areas (CSPA)

Organization: The CSPA is a consortium of NGOs in the plantation areas. It was established in 1974. At present there are 19 NGO members of this body. The objectives of the CSPA are:

1. Fostering coordination and cooperation among members
2. Execution of studies, research, and common action
3. Regular publication of bulletins
4. Workshops and seminars
5. Establishment of documentation centers
6. Production of audio-visual aids and equipment
7. Promotion of justice and amity in plantation areas
8. Provision of financial and technical assistance to member NGOs.

The executive arm of the CSPA is the Action Committee comprising the Coordinator, Secretary General, Treasurer, and a representative of each member NGO. There is also an office secretary and an assistant office secretary.

Links with NGOs: As a consortium, CSPA is closely associated with its member NGOs. It draws upon their facilities and skills along with their specific experience and knowledge for its documentation center, audio-visual units, and training programs. Satyodaya and Gami Seva Sewvana greatly assist the CSPA in its work.

The CSPA also has links with non-member NGOs, especially in the field of training of staff and project beneficiaries. These links have been established through seminars and workshops. CSPA collaborates with other NGOs in coordinating relief work for the plantation areas, and associates itself with yet other NGOs in championing the cause of the people of the plantation areas.

Links with VROs: The CSPA obtains the assistance/services of several NGOs who informally perform some VRO functions. For instance, the CSPA draws resource persons and lecturers from NGOs, Universities, and other VROs (Water Decade Service). Also, the CSPA has applied for membership in the NGO Council.

Links with IPVOs: The CSPA has so far not had links with IPVOs, and does not foresee any such relationship in the future.

Constraints: The CSPA members have stated that they find it difficult to get resource persons for seminars, workshops or lectures in Tamil. The CSPA strongly feels that its secretariat staff needs training to carry out its VRO functions.

7. Centre for Development Cooperation (CFDC)

Organization: CFDC is a non-governmental autonomous body incorporated in 1985 by a group of concerned persons to fill a perceived gap in institutional structures in the country related to development. As a focal point for cooperation among development-oriented organizations, CFDC serves as a center for information, promotes interaction among persons of expertise, and undertakes consultancies on a cooperative basis related to NGO needs.

The membership of CFDC is 20, with a governing council of 9 elected for a five-year period and operating under a chairman, with a vice chairman who is a full-time executive. These two officers are honorary, while a chief executive director and a staff of project officer, typist, and office aide, manage the daily affairs of the Secretariat.

Links with NGOs: CFDC beneficiaries are NGOs. CFDC provides support services to small NGOs which do not have their own facilities (such as typing, documenting, arranging conferences), on a pay-for-services basis. It also encourages small NGOs which cannot function on their own to link with similar NGOs, hold periodic joint meetings, share views, and exchange experiences. It provides services to meetings.

Links with VROs and others: For the past year, CFDC has linked with the NGO Water/Sanitation Decade Service in information exchange, an NGO Directory, the provision of NGO services, and attending training programs organized through the Decade Services Learning and Linkage program. It also has had contact with the Decade Service through health education materials and a health education manual.

CFDC provides consultancy services as an income-generating activity to funding agencies such as MAF of CIDA (CFDC did an impact study of MAF programs in Sri Lanka, a study of the United Nations University activities in Sri Lanka, and it is completing an NGO directory with CIDA assistance.) It also has strong links with South Asia Partnership (SAP), which has used CFDC facilities. CFDC also engaged in a study to analyze remuneration levels and incentives, with the collaboration of community development organizations in the country.

In addition, CFDC has collaborated with the Canadian Hunger Foundation, CARE, Christian Children's Fund, PLAN International, and IRED.

Constraints: Funds are the biggest constraint to expanding and making CFDC's services to NGOs more effective. There are large numbers of NGOs which need help in preparing documents and proposals for funding, and in organizing meetings and participating in conferences. But there is a limit to what CFDC can take on, due to funding constraints. Hence the charge for services.

Views on IPVOs: CFDC views IPVOs with appreciation and welcomes any assisance from them. It feels that the IPVOs supplement the development activities of the country. Since there is so much to be done in Sri Lanka, there is little concern about duplication of development efforts. USPVOs are particularly welcome for their financial assistance.

8. South Asia Partnership (SAP)

Organization: SAP was established in 1982. This is a Canadian PVO consortium constituted to support NGOs in South Asia. Specifically, in Sri Lanka the SAP Council was established in 1983 and under its guidance the SAP Secretariat functions as the executive body. The Secretariat is led by an executive director, three project officers, one accounts person, and a secretarial assistance. The Secretariat is assisted by a Project Committee which screens and assesses project proposals forwarded to SAP.

Services/Functions

Funding: This is available for village-level, emerging NGOs for use in development-oriented projects. Approximately Rs. 1 million is available per project.

Organization: Project formulation, project planning and so on are facilitated through meetings, field trips, and contact with field technical officers. This is an educational process mediated through the SAP secretariat.

Training:

- Training workshops on project planning, management, monitoring and evaluation, and bookkeeping and accounts.
- SAP-aided NGO group formation is a possible future mechanism for channeling services and sharing experiences.
- LEAP (Linkage, Exchange, Animation, and Partnership), mediated through an inter-country visits program for SAP Rural New Members and for Canadian PVO partners. There is also an intra-country LEAP program for the 80 Sri Lankan SAP NGOs, which is being carefully monitored.
- For the period 1988-1991, the NGO training program will continue, and a Documentation, Reporting, and Evaluation program (DREP) will also be launched.
- Impact studies - a SAP program will be initiated to assess the entire program.

Constraints: The constraints faced by SAP are related to the nature of NGOs it services. Often, SAP finds the NGOs that request funding to be lacking in managerial and program developmental skills, and weak in organizational aspects.

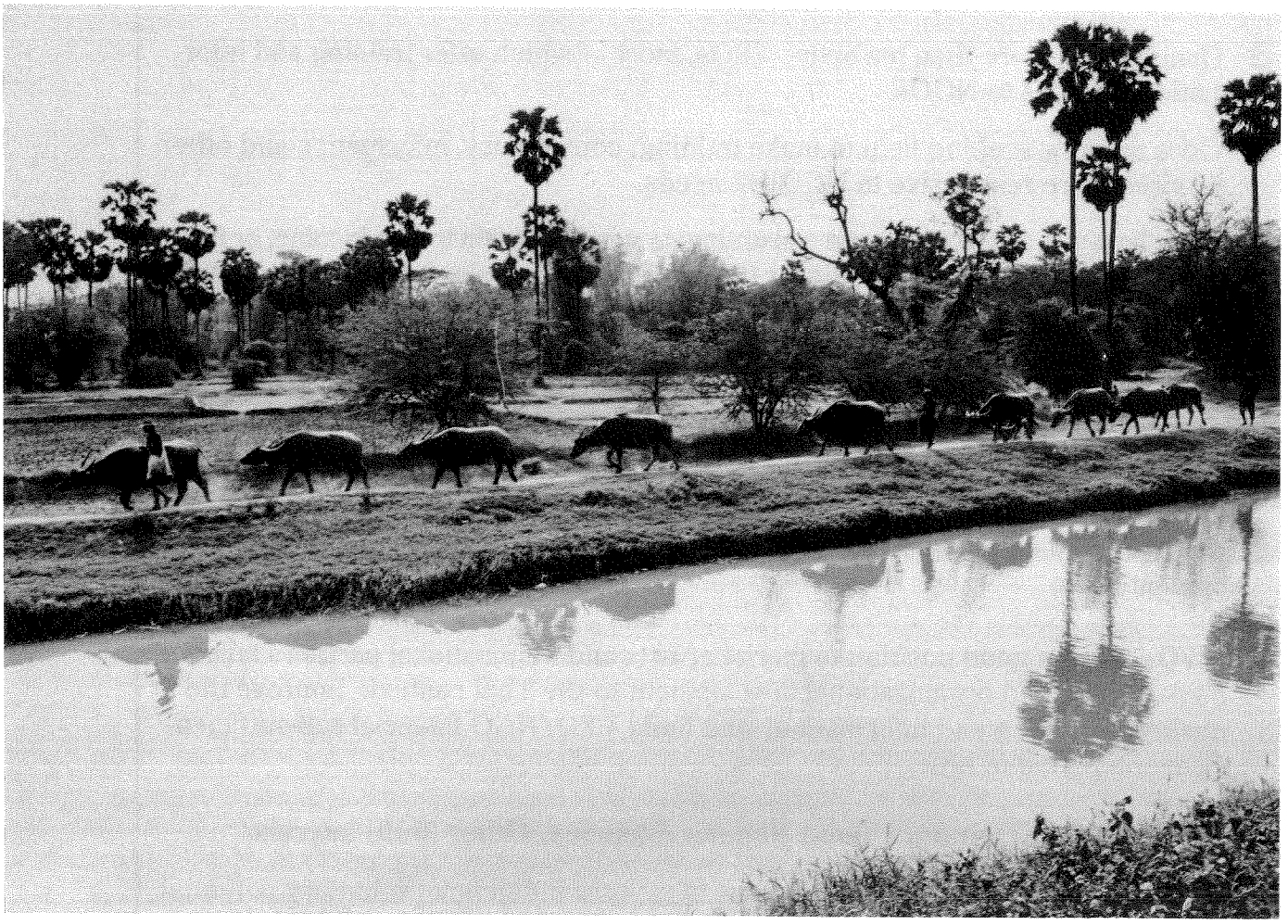
One limitation of SAP is that it does not have technical expertise within itself, but must obtain it from other resource organizations.

Services sought by NGOs: In SAP's experience, the services most sought are in program development and expert advice on technical matters, such as animal husbandry and irrigation.

Links with VROs: SAP is closely related to the Sri Lanka Canada Development Fund (SLCDF), being under the same SAP Council. Other VRO links are a result of a personal relationships. SAP cooperates with Development Training Research Institute of the Ministry of Plan Implementation in workshops and training programs. Sri Lanka Foundation Institute is also a VRO with which SAP collaborates in conducting workshops for NGOs.

Links with IPVOs: As a Canadian consortium, SAP currently has no links with US PVOs, but is in principle open to collaborating with them in servicing NGOs at the village level.

THAILAND



OF SPECIAL NOTE IN THAILAND

Voluntary Groups

- Thailand's voluntary roots reach back 2,500 years, yet development NGOs only emerged in the 1970s; today, they comprise 10% of the nation's 2,000 (mostly social welfare) indigenous agencies.
- Other emerging forces include the many younger NGOs springing up in the countryside and aspiring to development principles; the Buddhist monks, who hold strong cultural credibility; and the informal people's groups, guided by some natural local leaders.
- Beyond funding, NGOs desire help with inventive development communications tools; management skills in harmony with voluntary structures; and coordination with all forces for change.

Voluntary Resource Organizations

- Thailand has more than ten active VROs, most of which offer training and information services to NGOs.
- VROs are now seeking help to make training, consultancy, information and other services more responsive to NGO felt needs.
- VROs have not as yet overcome constraints in generating their own income, or in acquiring bi-lateral and UN funding for their work; they are also trying to solve a manpower shortage which grows more active in the face of service demands from grassroots NGOs.

International Private Voluntary Organizations

- Most of the 25 active IPVOs (of which nine are American) began work here in the 1970s refugee programs; today most have migrated to assisting Thai villagers in either a given sector such as health, or along broader community development lines.
- IPVOs are in a good position to merge efforts and help national partners tailor management and organizational development to the Thai context; improve the quality of training and information; and build VRO/NGO financial self-sufficiency over a period of time.

Bi-laterals, Other Donors, United Nations Agencies, Other Multi-laterals

- These resource bodies have been slow to capture indigenous voluntary potential for helping government actualize its plans; yet by working through VROs and/or external intermediaries, they can tap into voluntarism at a peak time in recent Thai history.

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OVERVIEW OF THE VOLUNTARY SECTOR IN THAILAND

HISTORY OF THE VOLUNTARY SECTOR IN THAILAND

Beginnings

The concept of helping or serving others is not new to Thailand. Its roots stem from the teachings of the Buddha, emerging some 2500 years ago. These teachings place considerable value on giving freely, and view charity or generosity to others as a means of enhancing one's own spiritual advancement. As such, Buddhist teachings have set the stage for the spirit of voluntarism; thus voluntary agencies in Thailand, an essentially Buddhist country, flourish. Here, social welfare activities - giving freely - have dominated most of Thailand's social action history; the move toward self-reliance strategies and empowering the beneficiaries is a recent phenomenon in Thailand. In fact, prior to 1969, voluntary agencies were all oriented toward social welfare.

The first known voluntary agency in Thailand was the Sapaynalomdaeng, which emerged under the guidance of Queen Sriphacharintra during the late 1800s to aid injured soldiers. It drew upon the time and services of elite women, and much later grew into the Thai Red Cross.

Thai voluntary evolution continued as elite women looking for worthy causes helped form such agencies as the Siamese Association of Thailand, established in 1948. Foreign religiously-affiliated groups also began to set themselves up as voluntary agencies at this time. For example, the YMCA set itself up in Thailand in 1937, and the Church of Christ Foundation in 1943.

By 1960, the number of voluntary organizations dispensing social welfare inputs had reached proportions warranting the establishment of a coordinating body. Thus, the National Council for Social Welfare (NCSW) was created. Today it has over 500 members and affiliates from both the government and the private sector. More diversified now, it has started promoting development-oriented action as well.

New NGOs Emerge

It was only in 1969 that the first Thai development-oriented, non-governmental organization (NGO) emerged. This was the Thai Rural Reconstruction Movement (TRRM), a national affiliate of the International Institute of Rural Reconstruction based in the Philippines. It stressed integrated rural development, encompassing health, literacy, economic and civic activities to reach the final goal of "total human development." Social process was of prime importance.

The TRRM's seemingly-innovative approach at the time gave it drawing power; it attracted young, committed graduates as trainees and workers in substantial numbers. The TRRM became one of the major training grounds for development workers in

Thailand within in the 30-40 year-old group. Another early training ground for the socially committed was the Graduate Volunteer Center (GVC), established in 1967 as part of Thammasat University to engage recent graduates in government-sponsored development activities.

Recent Changes

October 1973 marked a time of internal strife in Thailand, a time when the government was forced to change from a military-dominated to a parliamentary system. This change seemed to have brought with it a greater concern for the rural and urban poor, as evidenced by the number of agencies that emerged in the 1974-1978 period. Most of these, however, were informal and again predominantly welfare-oriented. But a shift in orientation slowly occurred. During this period, 13 development-oriented organizations emerged, some of them eventually turning into the better known, more-established Thai development NGOs.

It is only since the early 1980s that major changes are visible in the agenda of these NGOs. The decade saw the birth of a plethora of small agencies with a distinct development orientation. In fact, estimates are that 60% of Thai voluntary institutions pursuing development, or a mix of development and social welfare issues, have their beginnings no earlier than 1984.

THE CURRENT SITUATION

Today, out of over 2,000 Thai non-government voluntary organizations, most are still social welfare organizations. About 200 of these are development-oriented NGOs; the consensus is that development-oriented agencies are on the rise.

These agencies can be divided into those with field-level operations, the NGOs, and those providing services to NGOs, the Voluntary Resource Organizations (VROs). Based on descriptions of 113 Thai NGOs from first-hand contacts and a recently compiled directory, roughly a third of the agencies can be classified as VROs and two-thirds as NGOs - although within this latter grouping about nine percent also have some VRO-like functions. Many NGOs are seeking an integrated approach to community development, but a sectoral approach is also common, with the major sectors being health, education, youth and child development. Roughly two-thirds of such agencies work in the rural communities, with the remaining third targeting the urban poor.

Agencies Old And Young

Looking at the VROs and NGOs as a whole, two distinct categories based on organizational characteristics emerge: the established agencies and the young or emerging agencies. Briefly, the established agencies are those that were in existence before the 1980s. They are registered with the Royal Thai Government either as associations or foundations. Their staff size is fairly substantial as are their budgets. They often employ a sectoral approach such as family planning, agriculture or environmental conservation. Often they are run by people with strong academic backgrounds, or by those trained in very specific, concrete skills such as medicine or agricultural technology. They have good connections with the government and foreign donors. In fact, it is usually these agencies with which foreign donors are most familiar.

By contrast the young agencies have been working since about 1984-1985. Generally they are not registered with the Royal Thai Government, are small, employ fewer than ten staff members, and often use volunteers to augment their manpower. Their budgets are relatively tiny, although they too get many of their funds from foreign sources, usually smaller donor agencies, or through sub-grant programs. They are usually run by fieldworkers who once worked with more established agencies, and on the whole they adhere strongly to their ideological or philosophical principles. Their management and administrative systems are less formalized than those of their more established brethren.

External Bodies

There are about 25 international PVOs (IPVOs) working in Thailand. Of these, about nine are USPVOs currently involved in development support of some kind. Many of the IPVOs came to Thailand with the escalation of the refugee influx in the late 1970s. Thus, most have been, and many still are, working with the refugees. Recently, however, there has been a shift toward village-based development. Of these nine USPVOs, only two function without a field program of their own, thus falling into a service/intermediary category, much akin to the Thai VROs.

Other forces for change in Thailand include bilateral agencies and multilaterals such as UNICEF, UNDP, FAO, and the World Bank. The UN agencies work through the government in their usual fashion, and to date the benefits to NGOs have been minimal. However, the UNDP is now considering NGOs in its attempt to address the problems of rural credit.

Small funding agencies such as Thai-German Development Foundation, Bread for the World, NOVIB, Community Aid Abroad, Terre des Hommes, CEBEMO, and MISEREOR also make their presence felt. In fact, as a whole, they support a significant number of Thai NGOs. Terre des Hommes, for instance, supports at least ten agencies; Community Aid Abroad, eight.

The Monks

Another small but important set of change agents gaining force is the Buddhist monks. A handful of monks are trying to merge spiritual and community development to help the poor better their lives. In fact, in Nakhon Ratchasima Province, monks have been encouraging village-level reforestation for quite some time. Because of the sensitivity to issues around reforestation in Thailand, many NGOs are struggling in their reforestation projects; yet the monks have transcended many problematic socio-cultural barriers. They are now exploring more systematic approaches which may open collaboration with the NGOs. The potential of the monks to affect change is enormous; they have the trust and respect of many, the necessary rapport at the village level, and a willingness to learn and immerse themselves in local activities.

The Official Climate

In general, the climate in Thailand is favorable for development forces. The government is now less skeptical about local NGOs, and hopes to include both VROs and NGOs in overall development plans. The Sixth National Plan (1986-1990) talks briefly about NGOs playing a part in community development through the provincial development plans. This is a considerable step forward since the Fifth National Plan. Coordination between government and NGOs is getting stronger in both the national and local spheres.

FINDINGS AND ANALYSIS

THE VOLUNTARY RESOURCE ORGANIZATIONS (VROs)

There are more than 40 development-oriented VROs in Thailand. They are based mostly in Bangkok, but extend their services to agencies throughout the country. VROs tend to take on a variety of functions, with the largest number being direct service delivery organizations, closely followed by organizations playing coordinating functions. The services most frequently provided by VROs are training of different types (health, agriculture, action-research, training of trainers), and information services. One assumes that VROs, if they are really committed to supporting voluntary agencies, take on roles that address the needs of that target group. Given this assumption, the areas of need most identified by NGOs (and by VROs for NGOs) are in program skills and information access.

Characteristics

Interviews with the seven VROs selected for this study reinforced the observation that training and information services are their paramount roles: six of the seven VROs conducted training, and all seven provided information services. Other services offered were monitoring and evaluation, small-scale funding, manpower (volunteer service), publications, and coordinating/facilitating among NGOs and with other parties.

Five of the VROs follow a no-membership system; they provide services to any NGO that requests them. Two VROs used a membership system. The first of these is NGO-CORD, a body set up to strengthen coordination between NGOs and government, which allows all development-oriented NGOs and VROs to apply for membership. The other is the Coordinating Committee for Primary Health of Thai NGOs (CCPN), a coordinating body for 19 Primary Health Care (PHC) groups. Naturally, because of its sectoral emphasis, it has selective membership.

NGO Perceptions of VRO Services

Most VROs respond or provide services to an undefined group of NGOs. The effectiveness of a VRO's outreach therefore depends greatly on the way it chooses to interact with, or make itself known to, the NGO community. Popularity of or demand for a particular VRO is, no doubt, based on the need for and quality of the services provided. But the process by which the VRO interfaces with NGOs is often the key to success. Several NGOs, in fact, complained about one VRO's method of arranging seminars and workshops by sending telegrams on short notice, with no details about

the topic or agenda. Because of this, several of the NGOs decided not to attend these events. In contrast, VROs like RRAFA, which spends much of the time in the field, and ATA, which has small field centers, cannot always cope with the rising demand for their services; their popularity was verified through discussions with the NGO community.*

In fact, feedback from NGOs concerning the VROs' knowledge and understanding of them verifies a need for improved VRO/NGO outreach mechanisms. Some NGOs felt that their true needs, especially in training, were not met, partly because of poor planning and partly because the VROs did not invest enough effort into getting to understand the client's staff and projects.

As mentioned before, VROs cover a range of functions and services. Each VRO, however, provides more than one type of service (although it often becomes identified with just one of its services). As a result, there is some overlap in VRO services. In our sample, the most obvious areas of overlap were in training and information services.

Although the training conducted by the six VROs is often diverse, one cannot help but ask if there is a way to systematize or coordinate the training events to maximize resources and impact. In fact, one sharp criticism from the NGOs concerned is what they called training redundancy, where training on similar topics was conducted by different VROs with little variation in approach or use of resource people.

In addition, NGOs felt that certain VROs used an academic approach to training, drawing upon highly educated resource people who had little or no understanding of field realities. NGOs criticized some VRO training sessions for relying too heavily on one-way communication, restricting sharing or participation by NGO staff, or simply overlooking the felt needs of participants. All of this has led many NGOs to grow wary of conventional training.

However, certain VROs such as TVS and RRAFA do seem to be delivering good training, while the VRO facing the most NGO criticism now seems aware of the need to tailor such learning events to participant needs. And as self-development is often a casualty of growing client demands, VROs may have to consider providing support and services to each other, for example in training design and execution.

Information services is the other major area of VRO overlap, one in which VROs themselves felt they could improve (see VRO Felt Needs). Worth considering here, then, is whether there are ways to coordinate and systematize information services among the seven VROs to maximize resources and impact.

* See Appendix Two, for "VRO Profiles", for explanation of acronyms.

VRO Felt Needs

In interviews with all seven VROs, the two needs most frequently mentioned concerned manpower and funding. In the former case, VROs saw a lack of qualified staff and a high turn-over rate as the key issues. They saw the funding problem as one of not knowing about funding sources or methods for generating income to sustain operations.

Some VROs strongly felt they had to increase their financial sustainability in order to lessen dependence on those whose requirements, they feel, are often too demanding. USAID was mentioned in six of the seven cases as a difficult source of funding, due to burdensome registration and reporting requirements. Similarly, VROs felt that USAID's funding levels are typically unsuited to NGOs and VROs, which usually request relatively small grants. In contrast, VROs and NGOs viewed CIDA more favorably, as it gives smaller grants, has fewer and more manageable reporting requirements, does not require registration and more actively seeks potential grantees. Finally, VROs felt that the problems of manpower and funding were also major concerns for the NGOs.

The next most common problem mentioned was in developing information services. The dominant feeling was that NGOs are unaware of the existence of these services and/or do not make use of them. The root causes appear to be inaccessibility of information and poor relevance to the NGO user. Specifically, VROs need better methods for disseminating information; more appropriate media approaches and communication skills; stronger techniques for data collection, analysis and use; improved action research methods; and new approaches to help NGOs and government coordinate.

Figure 1 **NEEDS OF VROs AS IDENTIFIED BY VROs THEMSELVES**
(Clustered and ranked according to the number of agencies identifying the need)

RANK	NEED
1	Manpower and funding (includes skills related to income-generation for agency's sustainability)
2	Skills for developing an information service and methods for disseminating information; skills for developing appropriate media approaches and communication techniques; data collection techniques, analysis and use; action-research methods; skills to facilitate coordination between NGOs and government
3	Management (includes defining staff roles) and administration (includes financial management) skills; public relation strategies; training design and techniques

Next in frequency came problems related to management. These included better-defined staff roles, administration, and public relation strategies (especially in the case of younger VROs).

Role Changes

Aside from these priorities, discussions revealed that VROs are still battling to define appropriate roles or models for themselves. The seven VROs in this study are all relatively young. And whether classified as established or young agencies, they are all experimenting with their roles. The more-established agencies like SVITA and TVS have a slight advantage in this, since they are less hampered by management problems or lack of knowledge about funding sources.

In general, five of the seven VROs discussed expanding and/or changing their roles as well as upgrading their existing services; two planned to retain their existing services with no expanded future vision. This was quite different from discussions with NGOs, which seldom articulated a future vision beyond doing more and better than what they already were doing. This reinforces an impression of VROs as more aware than NGOs of their own needs, goals, and future strategies.

Classifying VROs

The roles of the seven VROs fall into three major groupings: secretariat or apex/coordinating; delivery of development services; and strategy support and facilitation. As in Figure 2, most VROs tend to fall into the first two categories. In fact, only RRAFA is actually involved in strategy support and facilitation. SVITA is also beginning to take steps in this direction, through a newly-initiated pilot project with NGO-REDI in Nakhon Ratchasima.

Having made these distinctions, it is important to realize that the roles and functions of the VROs are in a state of flux. The intended movement of service delivery VROs is toward strategy support and facilitation, a function validated as vital to continued NGO program advancement. This shift in emphasis should become more obvious in the next few years.

FIGURE 2 FUNCTIONAL CATEGORIZATION OF VROs[1]

Secretariat or apex function, i.e. coordination/communication and control activities of NGOs	Delivery of development services, i.e. training, technical assistance, institution-building, advice, information exchange	Strategy support and facilitation, i.e. networking, organizing learning/assistance, institution-building advice, joint agency programming
NGO-CORD	CCPN TVS ATA SVITA ------ NGO-REDI ----------► DDC	RRAFA

1. Categories developed in Pfohl et. al

VRO Perceptions of IPVO Roles

VROs had little to say about IPVOs and their possible roles in advancing Thai development. In fact, knowledge of IPVOs was limited in most cases to their funding capacity. Most VROs seemed to know little about the programs of IPVOs unless it was by virtue of some personal contact or relationship.

THE NGOs

Keeping account of the 200-odd established and younger NGOs is difficult. Many of the NGOs are small, consisting of three or four people. In some cases, the NGO staff are government employees full-time and NGO staff on their own time. It is a common phenomenon in Thailand to find NGO personnel wearing many hats, and thus playing numerous and sometimes seemingly contradictory roles.

Characteristics

For this study, nine NGOs were interviewed at the field level, and in several cases visits were made to their Bangkok headquarters. Of these, seven were unquestionably Thai agencies; the remaining two were ambiguous in identity. These were

YWCA/Korat and the Catholic Council of Thailand for Development (CCTD/Korat), which really fit into a separate category: national affiliates. The study team decided not to distinguish them as such but cast them with Thai NGOs, since they are staffed entirely by Thais, were established here by Thais, and are not registered with the Ministry of the Interior - a requirement for all foreign PVOs working in Thailand. The most important reason to consider them as part of the Thai group was because they saw themselves as Thai NGOs with little connection to their foreign affiliates. They also formed an interesting sub-grouping of NGOs: those who are trying to move away from being social service providers to promoting development.

In terms of organizational characteristics, three of the nine NGOs fell into the established NGO grouping; the remaining six into the young NGO grouping. The three established NGOs are Population and Community Development Association (PDA), YWCA/Korat, and CCTD/Korat.

NGO Felt Needs

Discussions confirmed that the young and established NGOs have very different needs. The established group for the most part do not get, or have not asked for, VRO support. They seem to have few management problems and fewer problems attracting qualified staff, especially once they reach the size of PDA. PDA, often hailed as the model to which small NGOs might aspire, has its own built-in support system; it provides necessary training to its own staff whenever possible, but seeks training help outside the agency in areas in which it has little or no expertise. PDA does express a need for funding, but this is to expand its operations; by contrast, younger NGOs must often search out funding for their general operations and very survival.

New Directions

The established NGOs, and in particular PDA, have a defined set of goals and strategy. Striking, however, was the resolve of the established agencies to develop new strategies and/or directions. For example, the YWCA/Korat and CCTD/Korat are eager to shed their social service image and move into development activities, but are finding this a difficult task. PDA, on the other hand, is trying to move to a less hands-on role at the community level. It is also willing to be flexible in terms of its survival, responding readily to the current interests of donors and incorporating these into its overall strategy. With environmental conservation now of special interest to certain funders, PDA is joining with the Wildlife Foundation of Thailand to run a program, even though its major sectoral emphasis has been family planning. Established NGOs like PDA are better known to foreign funders not only because of the quality of their work and sectoral flexibility, but because of their ability to express their goals, strategies, and vision clearly to funders.

FIGURE 3 NEEDS OF NGOs AS IDENTIFIED BY NGOs THEMSELVES
(Clustered and ranked according to number of agencies identifying the need)

RANK	NEED
1	Funding*
2	Media and communication skills (includes media approaches and techniques, communication skills for transferring knowledge, campaigning skills, and public relations skills);
3	Project management skills (includes staff dynamics and financial management skills); planning and evaluation skills; donor relations;
4	Skills necessary for coordinating with other NGOs; model/strategy development

* Funding as opposed to skills in accessing funds

The young NGOs are the agencies receiving the most support from VROs. In some cases, they request support; in others the VROs approach them and suggest services. In general, the NGOs felt that VROs fill some of the service gaps in training and manpower, though not always adequately.

Leaving aside the issue of funding, the most frequently mentioned **skill area** that NGOs feel a need to develop - one not yet addressed by the VROs - is that of media and development communications (See Figure 3). Interestingly, this was one priority mentioned by the VROs for themselves; it fell in the second and most commonly mentioned cluster of VRO needs (See Figure 1).

The next most frequently mentioned **skill area** for NGOs (in particular, the young NGOs) concerned project management, planning, and evaluation. Much of this, however, was mentioned in connection with funder concerns - how to satisfy the requirements and needs of donors, and maintain accounting systems to donor specifications, especially when it means shifting from an informal, simple and seemingly workable system to a complex, alien system.

Unlike the established NGOs, the young NGOs employ a small staff, most of whom are field workers. They have had little training or experience as managers or administrators, and when they assume one of these roles it is just one of many that they must play. This lack of mid-level management training (and possibly the division of labor) may contribute to management and administrative problems.

Another often-mentioned need is coordination with other NGOs, and a more appropriate model or strategy for village-level interaction. This last need was voiced by the four PHC groups working toward an appropriate PHC model to present to the government hospital outreach program. The four PHC groups are unregistered NGOs that currently fall under the administration of specific district hospitals; the bulk of their paid staff working are, in fact, also hospital employees. Their staff is further supplemented by TVS volunteers.

The Funding Issue

Therefore, while NGOs felt that more knowledge about funding sources would help, they also recognized the need for specific skill development for both designing better programs and availing themselves of funds. Beyond the NGOs it examined, this study noted that a high percentage of Thai NGOs do get funding from foreign sources, especially church-related groups and/or European, Canadian and Japanese sources. Relatively few receive funds from USAID. Despite this expressed need, few of the VROs visited help NGOs access funds, although TVS has a funding component where it provides small-scale funds to NGOs, and SVITA sometimes plays a facilitating role between NGOs and donors. Of course VROs also need assistance in this area, and some service VROs prefer to keep the NGO funding issue at arms length because they see it interfering with their other assistance efforts.

Classifying NGOs

The largest cluster of the nine NGOs in this study falls into the category of local development promotion (See Figure 4). These are the young NGOs which, given their orientation, show promise in furthering sustainable, geographically-extendable development. They have identified areas where they feel their capacities need strengthening to achieve this. These cover program, technical and managerial skills. However, discussions revealed that many agencies have given little thought to their future vision, to where they would like to arrive organizationally or how best to reach that goal. This also may be said of the mixed social welfare/development groups, although they do know the type of change in orientation they want to make but not the specifics. When asked of future roles, all of these young NGOs talked about providing more of the same services; one of the PHC groups felt that once the task of

developing an PHC outreach model for the government was completed, there would be no further role for the four PHC groups (a topic being debated by these four PHC groups.)

If these young agencies are to move toward institutional self-reliance and toward promoting sustainable, geographically extendable development, they need to start reflecting on their preferred direction and how they will get there. This difficult task is further hampered by constraints such as funding, a small over-worked staff with high turn-over rate, and the common pattern of surviving from one funded project to the next.

Figure 4 FUNCTIONAL CLASSIFYING OF THAI NGOs AND USPVOs[1]

	Social services and some development promotion	Mixed service delivery and development promotion	Local development promotion only	Sustainable, geographically extendable development
A. THAI NGOs				
	YWCA	CCTD	Drug Study Group CCND PHC-Buayai PHC-Chumpuong PHC-Soong Nern PHC-PrataiB.	PDA
B. USPVOs		CARE CRS CCF	FFH SCF	

1. CATEGORIES DEVELOPED IN PFOHL ET. AL

The second cluster of NGOs, the mixed social welfare and development group, are established agencies working to change their identity. They have the potential to join the local development promotion group, particularly since they are aware of the need for specific technical skills as well as those relating to hands-on development promotion. However, they are not generally receiving services from VROs and, by their own acknowledgement, will have to seek assistance and training from some source.

The third category of NGOs is that of sustainable, geographically-extendable development into which only one agency, PDA, falls. The needs of this agency are fewer and quite different from those of the other agencies. PDA does not make use of VRO services, nor does it - despite its experience and skills - offer services to other NGOs in Thailand, except via international training programs. One also has the impression that it is quite capable of identifying appropriate channels to meet its current and future funding needs.

Which Model to Emulate?

In general, when one surveys the Thai NGO situation, PDA quickly crops up as the model for the young NGOs, both in terms of its development outreach and internal capabilities. It is important to note, however, that many of the young NGOs (and VROs too) do not see themselves as striving toward this type of model. They talk about wanting to remain small and/or manageable, about their desire not to desert their philosophical commitments because of funding requirements, about the need for flexible management systems, and so on. So the future model for NGOs promoting sustainable development appears to be still in evolution. This topic is worth exploring further, especially to enhance IPVO and donor understanding of Thai NGOs. It may help them and others rethink institution-strengthening strategies in Thailand.

NGO Perceptions of IPVO Roles

Perhaps with the exception of PDA, none of the NGOs has had much contact with IPVOs, nor do they have ideas concerning the roles that IPVOs may play to bolster Thailand's growth process. As with the VROs, NGOs were familiar with the funding capacity of USPVOs and other IPVOs, but not with their scope and type of operations.

The fact that both NGOs and VROs in this study know little of IPVO programs may say something about how these two parties interact in Thailand.

IPVOS

There are 25 IPVOs working in Thailand at present. Nine of these are USPVOs. Their roles are varied; some function as funders, others as implementors of field programs, still others as partners of government.

Almost all of the IPVOs working here have roots in the refugee programs. In the late 1970s, the refugee influx escalated to such a point that the Thai government began to open holding camps. These camps put the government in a quandary over how to support the refugees; IPVOs were then invited to Thailand to assist.

Over the next few years, as the refugee situation began to change, concern began shifting to the needs of Thai villagers, joined by a change in awareness and attitudes within IPVOs. IPVOs began to branch out into rural development work. So the IPVO history in Thailand is relatively young, although as agencies working worldwide their history is well-established.

Characteristics of IPVOs

For the purpose of this study, five IPVOs were contacted: CARE, Catholic Relief Services (CRS), Christian Children's Fund Foundation in Thailand (CCF), Freedom from Hunger (FFH), and Save the Children Federation, USA (SCF). Only two of these, FFH and CCF, have no roots in refugee programs. However, CCF did enter Thailand in a social welfare capacity, to work with underprivileged children. FFH, on the other hand, has worked only in mainstream development in Thailand. Coming relatively late, about 1982-1983, FFH avoided being drawn into the refugee situation, as by 1983 camps were beginning to close and the attitude toward refugees was becoming less tolerant.

All the IPVOs claim to use an integrated approach to community development. However, FFH has a sectoral emphasis in nutrition, and CARE has four specific sectoral programs covering agroforestry, micro-enterprise, rural resource formation (e.g. water systems), and child health and nutrition.

Classifying IPVOs

This study applies the same framework used for examining the functions of Thai NGOs to the IPVOs. Agencies with equally mixed service delivery and development promotion dominate (See Figure 4). This is primarily due to their dual target groups, the refugees on the one hand and the Thai rural and urban poor on the other. However, most IPVOs seem to be moving toward local development promotion. For instance, though the bulk of its work is still with refugees, for the last three years CRS has given small-scale funding for national and sub-national NGOs. CARE also assigns the larger portion of its resources to refugee activities. Yet it is also beginning to move in the direction of sustainable, geographically-extendable development promotion through its Thailand PVO Advancement Project. In partnership with two Thai agencies, CARE is beginning to supply services to Thai NGOs in one region, to help them become institutionally more sustainable.

CCF is also moving in this direction, and presents an interesting case or model. Working entirely through government channels with no field program per se, CCF both provides funds for official programs and tries to influence government strategies. In the past, CCF's approach was entirely child-oriented; but now it uses funds and influence to foster broader community development through government channels as

well as to strengthen the government programs themselves. Some of the child welfare orientation still remains.

Of this group of IPVOs, FFH is close to providing sustainable, geographically-extendable development. Its work worldwide is based on the Applied Nutrition Program (ANP) model. Built into this approach is a close working relationship with the government, with the major purpose of enabling government eventually to take over the project process and extend it elsewhere in the country. To date, this work is still in progress in two Thai provinces, Lampang and Nakhon Ratchsima.

Comparisons

A comparison of Thai NGO functions with those of the IPVOs reveals that Thai NGOs gravitate more toward the role of local development promotion, while the IPVOs waiver between this and equally mixed service delivery and development. Aside from the fact that IPVOs are caught up in the refugee situation, fund-raising methods are especially pertinent to this trend. For instance, SCF and CCF rely heavily on the child sponsorship method of raising funds. They are responsible to individuals sponsoring children and must deliver the aid promised, as well as keep the sponsors updated on the progress of "their" children. This not only affects the IPVO's field-level approach but ties up its staff in sponsorship-related activities. Often, additional money must be raised to sustain the more development-related and/or more innovative activities.

Similarly, CRS receives considerable donations from individuals or church groups tied to specific refugee-related activities. So as much as CRS may envision a better or more innovative use for this money, it must use the money as earmarked.

IPVO Perception of NGO and VRO Needs

Most IPVOs felt that national NGOs (they grouped NGOs and VROs as one) could benefit by strengthening their skills in organizational and financial management, fundraising, proposal-writing and documentation, analytical thinking and presentation of ideas, coordination with government, and in specific technical areas such as planning and implementing income-generating projects at the village level. This perception does coincide with the needs defined by the Thai NGOs and VROs, particularly regarding skills for organizational and financial management, fundraising strategies and conceptualizing/writing proposals. Their rank of priorities differs, though.

Concurrently, IPVOs feel that their own strengths in relation to national voluntary agencies lie in management, fundraising, interacting with the government, analytical thinking for planning projects, and documenting or reporting processes. Certain IPVOs also identified specific sectoral strengths such as nutrition and health (FFH),

micro-enterprise and agroforestry (CARE). These IPVOs appear to be in a good position technically to assist the Thai NGO community.

IPVO-Thai NGO Working Relations

Three IPVOs, SCF, CARE and FFH, do work to some degree with national development agencies. While it has no mandate or specific strategy as such, SCF uses its field program as a training ground for Thai NGOs. SCF also holds joint training with VROs such as RRAFA, and hosts seminars on topics useful to the local community. Recent examples include technical training in water resources and fisheries.

While FFH talks about connecting with local institutions as part of its sustainable, geographically-extendable approach, its emphasis remains on linking with government. But FFH staff insist that they want to link with indigenous agencies so that when FFH phases out, a national NGO is in place with the skills to assist the government in its role as implementor of the Applied Nutrition Program. To date, FFH/Thailand has only connected with civic action groups like the Rotary Club, which fulfills a funding role and has little to do with implementation. It has recently explored stronger ties with a health-related NGO based in Bangkok and staffed by government officials. Even so, linking with national NGOs is not necessarily a priority for FFH.

CARE, on the other hand, now has a headquarters mandate to work more closely with national NGOs. It recently partnered with two Thai VROs to set up a Thai NGO-strengthening program. They are in the pilot stage, during which they will complete a needs assessment with NGOs. A full-blown program to support Thai NGOs will be designed collaboratively by all three partners.

IPVO Views of Their Own Roles

Discussions around potential IPVO roles in Thailand revealed that some IPVOs are more ready than others to explore new, different and additional functions, just as some are in better position to implement these roles. For example, CCF has very definite ideas for IPVO roles, which include equipping Thai NGOs with mid-level management and administration skills, funding small-scale projects, and facilitating outside resources. Yet CCF does not see itself fulfilling these roles, partly because it is largely funded through child sponsorship. Furthermore, because of its current strategy of supporting government programs, CCF staff skills and orientation are not squarely in the direction of, for example, management training. Finally, CCF excluded itself from the proposed new roles, since it sees itself not as an IPVO but as a Thai NGO.

CRS sees the need for IPVOs to move toward institution-building. It hopes to develop a program where Thai NGOs form the field arm and CRS acts as a coordinating body and fundraiser. This, together with CRS's current role in funding Thai NGOs, indicates that the agency is actively exploring a newly-responsive posture toward the local voluntary community, despite the constraints of a large refugee program. Similarly, CARE sees its future not as an implementing agency, but as a facilitator and provider of technical assistance to NGOs, and administrator of a sub-grant program. It has begun to explore such roles through its Thai PVO Advancement Project. FFH also sees itself eventually moving toward a non-implementing role, in which it would lend support to local agencies.

SCF, on the other hand, is very committed to its current role of implementing a field program and sees this as an appropriate and valuable IPVO role, especially if the field program is used to introduce new ideas to local development agencies. However, SCF feels that IPVOs can assume additional roles to assist Thai NGOs in their relationships with the government and international funders (particularly in the area of understanding what each wants from the other), as well as in project conceptualization and proposal-writing. As with other IPVOs, SCF does fulfill some of this role, but largely on an informal basis. Other possible roles projected by IPVOs include acting as an intermediary for bi-lateral money, administering a sub-grant program, and assisting in the establishment of an international/national network.

The Near Future

Despite these suggestions, it is questionable whether IPVOs in Thailand will be able to implement any of them. Some are very constricted by funding sources, such as those of child sponsorship. Also, since some agencies such as SCF use virtually the same development model in all programs worldwide, changes in one country's approach are seen to have wide-reaching effects on the other country programs; significant decisions or changes made by a country program must therefore have the support of the regional office. SCF feels it is working at maximum capacity given its current staff, funding and field program, and so can not envision taking on another role/task under current circumstances.

These discussions verified that while most IPVOs do have ideas about new roles and strategies for themselves, some are clearly more ready to act upon them than others. In fact, it seems that those agencies that are willing and able to explore new or additional roles have already begun to do so. In these cases, organizational mandates and/or supportive attitudes from headquarters staff have advanced the country office's new initiatives. Either way IPVOs seem to accept (if not actively endorse) the reality that Thai NGOs and VROs are strong forces in the development process, and deserve their cooperation or support in one way or another.

RECOMMENDATIONS FOR VROs AND IPVOs IN THAILAND

A key objective of this study is to define new and appropriate roles for IPVOs in Thailand, based on NGO needs, current VRO and IPVO capabilities and constraints. This section analyzes the gaps or areas of NGO-expressed needs which are not yet being adequately addressed. Second, it tries to identify and build on the unique position of VROs and IPVOs as helping agents, so they may add more appreciably to the Thai development context.

It is important to stress, though, that while these roles can be assumed by any development force, international or national, VROs have a definite place in NGO growth, and outside helping agencies should include them. Also, it must be emphasized that the mechanisms or processes for assisting NGOs are crucial. If, through these new roles, the object is to truly enhance the capacities of national agencies, the helpers - IPVOs as well as VROs - need to carefully consider their relationships to these agencies and how best to interact with them.

One vital consideration regarding IPVOs is that they seem little known to Thai agencies, especially young Thai agencies. The development of new roles for IPVOs will entail determining an approach to Thai NGOs and VROs that will avoid creating a sense of imposition or superiority, and instead foster a climate of cooperation and support. One emerging approach worth considering is a partnership between Thai VROs and IPVOs, where the roles of each party are mutually-defined. Such a relationship can prove to be of mutual benefit to the partners and ultimately to the beneficiaries, as it has in other countries.

1. MANAGEMENT AND ORGANIZATIONAL DEVELOPMENT

One conspicuous gap in essential services voiced by NGOs is in management and organizational development. This coincidentally is an area in which IPVOs feel that they have something to offer, and so should consider playing a role.

Specifically, resource agencies can arrange and/or conduct training in management or organizational development, or target sub-topics such as mid-level management training or bookkeeping. A major caveat is that training must be field-based or field-relevant, and tailored to the Thai context. To meet this need, IPVOs can offer their own agencies as training grounds, perhaps as part of a larger VRO-led exchange and skills program between development agencies in Thailand.

Alternatively and perhaps more appropriately, IPVOs could help VROs to establish and manage a resource bank/consultant pool of people with responsive skills in management and organization. Ideally, the resource bank would be made up of Thai resource people and, failing that, Asian resources. This may help overcome the complaint that management and organizational development techniques currently taught in Asia are inappropriate or too westernized.

Such a management and organizational development resource bank (or something along these lines) is bound to be more effective if it is in partnership with a Thai agency (presumably a VRO), rather than solely the activity of an IPVO. This type of joint venture will also hasten outreach to NGOs in need of these services.

The study found that many young NGOs are consciously avoiding what they see as the compromises of the "PDA" type model for NGOs promoting sustainable development. For those intending to work with these young NGOs in management and organizational development, it will be valuable to explore alternative models toward which these agencies might strive.

2. INFORMATION SERVICES AND COMMUNICATIONS

A large gap exists in the area of information services and development communications. Thai VROs need to develop systems for providing information that is relevant to NGOs, and NGOs need readier access to information to put it to best use. IPVOs could play a role here, since almost all of the VROs mentioned having problems coming up with an appropriate system for gathering and disseminating information. IPVOs' assistance can help NGOs/VROs define what information is useful and appropriate to the user; develop simple methods for gathering information; develop skills for managing information; and find ways to disseminate and share appropriate information so that it will benefit as many agencies as possible. Systematizing information services among VROs, and helping them avoid service overlap, also may be a useful IPVO contribution.

Apart from information services, the study discovered myriad NGO needs in development communications. These include skills in media and materials development for community interaction, associated non-formal education techniques, and methods of sharing ideas among agencies. VROs need help to work with NGOs at field-level, and break the necessary ground in this under-attended area.

3. INCOME GENERATION

Generating income for NGO or VRO sustainability is a paramount concern, well-articulated by the VROs about themselves and the NGOs, though less-explicitly expressed by the latter. The NGOs, however, readily acknowledge that they lack funds and tend to survive from one funded project to the next.

The desire for financial self-sufficiency is accentuated by the fact that most funders finance specific projects, and not the overall up-keep of an agency. It also highlights one sign of the manpower problem expressed by the majority of the NGOs and VROs: the inability to provide job security and acceptable salaries to attract and keep well-qualified staff.

IPVOs may play an important role here. Many IPVOs, and certainly all of those interviewed for this study, have developed methods and approaches for generating income or raising funds outside of the conventional proposal approach with donor agencies. Some of these ideas may be adaptable to the Thai context. An organization such as CARE, which feels that one of its strengths is in income generation projects, may consider taking these technical skills and applying them at an institutional (as opposed to village) level.

4. STRATEGY SUPPORT AND FACILITATION

This appears to be a need of NGOs, and a need which a very few VROs are now trying to meet on their own. Agencies talked about developing new strategies to improve outreach, and methods for moving from social welfare to developmental approaches. While some NGOs did not articulate this, discussions with them revealed that this was due to the little thought they had given to the overall agency goals, much less to the best strategies to meet them. This, then, seems a major area for the advancement of the NGOs, since there are few services available to address this need. While IPVOs can certainly assist local NGOs directly in new program strategy, it is an extremely sensitive area, probably most appropriately addressed by local VROs, with the IPVO role being that of providing support or technical assistance.

In addition, IPVOs might help VROs to arrive at a collective NGO strategy, to maximize their resources and impact. This might be best achieved around specifics such as training and information services, two areas where this study found considerable VRO overlap. IPVOs themselves face the limitation of not having made much headway on their own replication strategies.

5. STOP-GAP HELP

Other areas of need include specific skills such as proposal-writing, documentation, monitoring, and evaluation. Interestingly, acquisition of these skills was always mentioned in terms of improving donor relationships. While VROs already provide such services, the question remains of whether they can meet the demand adequately. Rather than duplicating these services, IPVOs could help VROs to extend them. An alternative is for IPVOs to provide such services directly, but as a stop-gap. In this case, IPVOs with field operations in Thailand could provide such a service by officially assigning a staff member to this role (certain IPVOs already play this role in a limited, unofficial capacity). Such a stop-gap service would work best if connected loosely to the VROs already providing these services. In collaboration with those VROs, IPVOs

might fulfill additional roles, such as acting as a liaison between the government and an NGO, or assisting NGOs in contacting and dealing with donors. IPVOs in Thailand all seem to have good working relationships with the government, whereas many local agencies do not. Some Thai NGOs may find this quality worth tapping to increase their official credibility.

6. FUNDING

Thai agencies repeatedly expressed the need to tap accessible funds - grants of appropriate size (small) that do not require burdensome reporting. Several IPVOs identified funding as an area in which they could help; they felt that they could play an intermediary role between NGOs and donors. Key to this role is staying consistent with the needs and skills of NGOs and VROs. Ideally, funding should be acquired as small grants (the annual budget of many Thai NGOs does not exceed $40,000); the reporting requirements must be simple and not too imposing; and funding, wherever possible, must be for the duration of the project (rather than on a yearly basis) and provide for some institutional sustenance. Institution-building, learning-and-application grants to build voluntary capacities are virtually non-existent here. IPVOs can motivate donors toward venturing into this area as others have done elsewhere in Asia.

Furthermore, if IPVOs are to move more into this area, they might explore existing small-scale foreign funding sources, of which there appear to be quite a few. VRO- or IPVO-facilitated dialogues will reveal where the funding gaps are, and whether there is a way for these small-scale funders to coordinate and address them. Discussions with Thai NGOs will help determine feasible reporting and/or registration requirements, what the donor's responsibility is to the NGOs, and vice versa.

7. TRAINING: EXPANDED CONTENT AREAS AND APPROACHES

Throughout the study, the problem of the high staff turn-over rate in the Thai NGOs surfaced again and again. This obviously presents a training problem, and raises the question of who it is that trainers should be targeting. Looking closely at the Thai NGOs, the study found that most are structured in a two-tier system. One tier is made up of the board and executive members who, in fact, make policy decisions as well as decisions affecting NGO sustainability. The other tier is composed of mid- and junior-level staff and volunteers, who see to day-to-day operations. The turn-over within both tiers is high, although predictably less so among the executive members.

Also noticeable is that there is no solid organizational link between the two tiers to ensure the flow of information and the operationalization of ideologies, or to act as the mediator of tensions. Currently, certain NGOs are trying to resolve problems arising from the lack of communication between the two tiers. For example, field workers often feel that an expanded approach to development is needed, while the executive tiers feel that, because of the particular goals and funding needs of the NGO, sectoral emphasis should be maintained.

Given this organizational stratification, it seems that VRO (and IPVO) trainers would need to look at more than just the skill needs of the NGOs. Rather, they must look beyond conventional training to organizational analyses. These will be extremely beneficial as a backdrop to designing training, and deciding who on staff would be most appropriate to attend particular training sessions. This approach, undoubtedly, would require good rapport with the target NGOs, and plenty of lead time prior to training events.

One advantage of training which cuts across the whole agency is that so many new NGOs are just emerging in Thailand. One VRO said it was swamped with requests for such training which it could not meet. New agencies desperately need to start off on the right foot and they know it. Incidentally, one reason often cited for the emergence of new NGOs is that IPVOs attract, with their well-above average salaries, the best of the Thai development workers. When their projects are phased out, these workers often seem unable to integrate back into the local context, since their salary expectations have risen considerably. Often it is these people that strike out and set up new NGOs. But while they often have considerable implementation-related experience, they lack organizational and managerial skills.

Other possible areas for training are in program development, evaluation of management systems (as opposed to evaluation of field work), and shaping of organizational philosophy, all of which fall under the general rubric of organizational development and management training. While young NGOs might benefit most from these inputs, they may also be the most sensitive to it since many of them adhere strongly to their ideologies. It may be that, in interacting with this group, the definition of training will need to be expanded, and allow for a give-and-take which can help build harmony between individual agency philosophies and adaptable 'Organizational Development' principles. Since resource organizations involved in this would require good rapport with the NGO community - rapport that probably can only be built up through years of on-the-ground experience in Thailand - the more suitable IPVO role may be as a partner to VROs helping Thai NGOs to tackle this issue.

8. NETWORKING

One obvious IPVO characteristic is that all IPVOs work in more than one country within Asia, and thus have contact with a variety of change agents in numerous locations. This makes for a ready-made regional network upon which IPVOs can draw to strengthen VROs and NGOs, and to complement emerging national networks.

Also, resource organizations can facilitate sharing among people's organizations (such as farmers' organizations) within Thailand, and even from different countries. People's organizations are becoming more and more vocal in Asia and are a resource to be tapped, both for helping one another and for raising consciousness among development workers, donors and others to movements sprouting from the grassroots.

VROs need contact with one another across borders as well. For example, a VRO in the Philippines that has a well-defined, workable model for strategy facilitation may act as a resource or technical advisor to one or several VROs in Thailand. Or a Thai agency strong in its work with women may act as a resource for women's projects in Indonesia, and so on.

For their part, IPVOs can put to use their international networks to enhance a process of South-South enrichment. There may be ways to effectively combine two or more of these recommended IPVO functions into a comprehensive program. For instance, IPVOs may consider creating an organizational development and management network throughout Asia, or an Asian non-formal education network. Another example may be for IPVOs to combine funding assistance and organizational development in a given country. Once IPVOs begin thinking beyond the confines of purely-operational programming, they find themselves in a pivotal position to make things happen which others (such as VROs) have not been not been able to catalyze on their own... but someday might.

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APPENDICES

APPENDIX ONE

A) SUMMARY TABLE OF NATIONAL VOLUNTARY RESOURCE ORGANIZATIONS AND NON-GOVERNMENTAL DEVELOPMENT-ORIENTED ORGANIZATIONS IN THAILAND.

B) SUMMARY TABLE OF INTERNATIONAL PRIVATE VOLUNTARY ORGANIZATIONS WORKING IN THAILAND.

KEY

NGO = NON-GOVERNMENT DEVELOPMENT-ORIENTED ORGANIZATION. HERE THIS REFERS TO THAI AGENCIES WITH FIELD PROGRAMS ONLY.

VRO = VOLUNTARY RESOURCE ORGANIZATION. NON-GOVERNMENT THAI AGENCY PROVIDING SERVICES TO NGOS, GOS OR GENERAL PUBLIC, I.E. HAS NO FIELD PROGRAM.

NGO W/VRO FUNCTION = NON-GOVERNMENT ORGANIZATION WITH VOLUNTARY RESOURCE ORGANIZATION FUNCTION. HAS A FIELD PROGRAM AS FIRST PRIORITY BUT ALSO PROVIDES SERVICES TO OTHER NGOS AND GOVERNMENT.

* = INCLUDED IN THE STUDY.

TABLE A: NATIONAL VROS AND NATIONAL NGOS

NAME OF AGENCY	TYPE	FUNCTIONS	SECTORAL EMPHASIS OR INTEREST	TARGET GROUP	REGISTERED
1. ADULT EDUCATION LABORATORY	NGO NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	EDUCATION, HUMAN RESOURCE DEVELOPMENT	URBAN POOR	YES
2. ADVANCE MEDIA FOR EDUCATIONAND DEVELOPMENT (AMED)	VRO	TECHNICAL ASSISTANCE	MEDIA	NGOS	NO
3. ALTERNATIVE DEVELOPMENT STUDIES PROGRAM	VRO	STRATEGIC FACILITATION OF NGOS	MEDIA, EDUCATION	NGOS AND GOS	NO
4 APPROPRIATE TECHNOLOGY ASSOCIATION (ATA)*	VRO	TECHNICAL ASSISTANCE	TECHNOLOGY, AGRICULTURE	NGO	YES
5. AROM PONGPANGAN FOUNDATION	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	HUMAN RIGHTS, EDUCATION	URBAN POOR, LABORERS	YES
6. ASSOCIATION FOR THE PROMOTION OF THE STATUS OF WOMEN	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	HUMAN RIGHTS, HUMAN RESOURCE DEVELOPMENT	WOMEN AND CHILDREN	YES
7. BUILDING TOGETHER ASSOCIATION	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	HUMAN RESOURCE DEVELOPMENT	URBAN POOR	NO
8. CATHOLIC COMMISSION FOR FAMILY LIFE PROMOTION	NGO W/VRO FUNCTION	MIXED DEVELOPMENT AND SOCIAL SERVICES	HUMAN RESOURCE DEVELOPMENT, HEALTH, ME MEDIA	GENERAL PUBLIC, NGO AND GOVERNMENT	NO
9. CATHOLIC COUNCIL OF THAILAND FOR DEVELOPMENT (CCTD)*	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	INTEGRATED EDUCATION	URBAN POOR AND RURAL POOR	NO
10. CATHOLIC YOUTH COUNCIL OF THAILAND	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	HUMAN RESOURCE DEVELOPMENT	YOUTH	NO
11. CENTER FOR CULTURE AND DEVELOPMENT/NORTHEAST (CCDN)*	NGO W/VRO FUNCTION	DEVELOPMENT	INTEGRATED, HUMAN RESOURCE DEVELOPMENT	RURAL POOR, NGOS	NO
12. CENTER FOR PROMOTION OF HUMAN DEVELOPMENT	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	INTEGRATED, HUMAN RESOURCE DEVELOPMENT	URBAN POOR, YOUTH	NO
13. CHACHOENGSAO FOUNDATION FOR DEVELOPMENT	NGO	DEVELOPMENT	INTEGRATED, EDUCATION, HUMAN RESOURCE DEVELOPMENT	RURAL POOR	YES

TABLE A: NATIONAL VROS AND NATIONAL NGOS

NAME OF AGENCY	TYPE	FUNCTIONS	SECTORAL EMPHASIS OR INTEREST	TARGET GROUP	REGISTERED
14. CHURCH OF CHRIST FOUNDATION IN THAILAND	NGO	MIXED-DEVELOPMENT AND SOCIAL SERVICES	HUMAN RESOURCE DEVELOPMENT, HEALTH, EDUCATION, INTEGRATED	URBAN POOR, RURAL POOR, LABORERS	YES
15. COMMUNITY ACTION AND RESEARCH FOR DEVELOPMENT	NGO W/VRO FUNCTION	STRATEGIC FACILITATION AND TECHNICAL ASSISTANCE	HUMAN RESOURCE DEVELOPMENT, MEDIA EDUCATION	RURAL POOR, NGOS AND GOVERNMENT	NO
16. COMMUNITY HEALTH GROUP	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	PUBLIC AWARENESS, HEALTH	YOUTH, GENERAL PUBLIC	NO
17. COMMUNITY HEALTH GROUP/KHON KAEN	VRO	COORDINATION AND TECHINAL ASSISTANCE	HEALTH, HUMAN RESOURCE DEVELOPMENT	NGOS AND GOVERNMENT	NO
18. COMMUNITY HEALTH GROUP/PHON	NGO	DEVELOPMENT	HEALTH, INTEGRATED HUMAN RESOURCE DEVELOPMENT	RURAL POOR	NO
19. COMMUNITY PHARMACY GROUP	VRO	TECHNICAL ASSISTANCE	HEALTH, HUMAN RESOURCE DEVELOPMENT, PUBLIC AWARENESS	NGOS, GOVERNMENT AND GENERAL PUBLIC	NO
20. COMMUNITY RELATIONS GROUP	NGO W/VRO FUNCTION	MIXED DEVELOPMENT AND SOCAL SERVICES	HEALTH, EDUCATION, HUMAN RESOURCE DEVELOPMENT	URBAN POOR, AND NGOS	NO
21. CONSUMERS CLUB OF SIAM	VRO	COORDINATION, TECHNICAL ASSISTANCE	CONSUMERS' RIGHTS, MEDIA, PUBLIC AWARENESS	GENERAL PUBLIC AND NGOS	NO
22. COORDINATING COMMITTEE FOR PRIMARY HEALTH OF THAI NGOS (CCPN)*	VRO	COORDINATION	HEALTH, HUMAN RESOURCE, PUBLIC AWARENESS	GENERAL PUBLIC, NGOS AND GOVERNMENT	NO
23. COORDINATING COMMITTEE OF THAI NGOS ON HUMAN RIGHTS	VRO	COORDINATION	HUMAN RIGHTS, HUMAN RESOURCE DEVELOPMENT, PUBLIC AWARENESS	NGOS AND GENERAL PUBLIC	NO
24. COORDINATING GROUP FOR RELIGION IN SOCIETY (CGRS)	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	HUMAN RIGHTS, INTEGRATED	URBAN POOR, RURAL POOR	NO

TABLE A: NATIONAL VROS AND NATIONAL NGOS

NAME OF AGENCY	TYPE	FUNCTIONS	SECTORAL EMPHASIS OR INTEREST	TARGET GROUP	REGISTERED
25. CREDIT UNION LEAGUE OF THAILAND, LTD.	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	HUMAN RESOURCE DEVELOPMENT	MEMBERS OF CREDIT UNION	YES
26. DEAF PEOPLE'S ASSOCIATION OF THAILAND	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	HUMAN RESOURCE DEVELOPMENT, MEDIA	DISABLED, HELPLESS	NO
27. DEVELOPMENT DIALOGUE CLUB*	VRO	COORDINATION	HUMAN RESOURCE DEVELOPMENT	NGOS AND GOVERNMENT	NO
28. DUANG PRATEEP FOUNDATION	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	EDUCATION, HEALTH, HUMAN RESOURCE DEVELOPMENT	URBAN POOR, CHILDREN, YOUTH	YES
29. EDUCATION DEVELOPMENT FOR COMMUNITY ACTION PROGRAM (EDCAP)	NGO	DEVELOPMENT	EDUCATION, HUMAN RESOURCE DEVELOPMENT	TEACHERS, YOUTH	NO
30. EDUCATION MEANS PROTECTION OF WOMEN ENGAGED IN RECREATION (EMPOWER)	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	EDUCATION, HUMAN RESOURCE DEVELOPMENT	WOMEN, GENERAL PUBLIC	NO
31. EDUCATION SOCIETY OF THAILAND (EST)	NGO	DEVELOPMENT	EDUCATION, HUMAN RESOURCES DEVELOPMENT	MEMBERS OF EST	NO
32. EDUCATION STUDY GROUP	NGO	DEVELOPMENT	EDUCATION, HUMAN RESOURCE DEVELOPMENT	MEMBERS, INTERESTED GROUPS	NO
33. FISHING COMMUNITY INTEGRATED DEVELOPMENT PROJECT	NGO	SUSTAINABLE DEVELOPMENT	INTEGRATED, HUMAN RESOURCE DEVELOPMENT	RURAL POOR	NO
34. FOLK DOCTOR FOUNDATION	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	HEALTH, HUMAN RESOURCE DEVELOPMENT, PUBLIC AWARENESS	GENERAL PUBLIC	YES
35. FOUNDATION FOR AGRICULTURAL AND RURAL MANAGEMENT (FARM)	NGO W/VRO FUNCTION	MIXED DEVELOPMENT AND SOCIAL SERVICES	INTREGRATED, EDUCATION, MEDIA	REFUGEES, RURAL POOR, URBAN POOR, NGOS, GOVERNMENT	YES
36. FOUNDATION FOR CHILDREN	NGO	MIXED-DEVELOPMENT AND SOCIAL SERVICES	HEALTH, EDUCATION	CHILDREN	YES

TABLE A: NATIONAL VROS AND NATIONAL NGOS

NAME OF AGENCY	TYPE	FUNCTIONS	SECTORAL EMPHASIS OR INTEREST	TARGET GROUP	REGISTERED
37. FOUNDATION FOR CHILDREN'S DEVELOPMENT	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	HEALTH, EDUCATION, MEDIA	CHILDREN	YES
38. FOUNDATION FOR EDUCATION FOR DEVELOPMENT IN RURAL AREAS (FEDRA)	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	AGRICULTURE, HEALTH, EDUCATION, HUMAN RESOURCE DEVELOPMENT	RURAL POOR	YES
39. FOUNDATION FOR HANDICAPPED CHILDREN	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	HEALTH, EDUCATION, PUBLIC AWARENESS	DISABLE, HELPLESS, GENERAL PUBLIC	YES
40. FOUNDATION FOR SLUM CHILD CARE	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	HEALTH , EDUCATION	URBAN POOR, CHILDREN	YES
41. FOUNDATION FOR THAILAND RURAL RECONSTRUCTION MOVEMENT (TRRM)	NGO	DEVELOPMENT	INTEGRATED, HUMAN RESOURCE DEVELOPMENT	RURAL POOR	YES
42. FOUNDATION FOR WOMEN	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	EDUCATION, HUMAN RIGHTS, PUBLIC AWARENESS	WOMEN, GENERAL PUBLIC	YES
43. FRIENDS OF WOMEN GROUP	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	HUMAN RIGHTS, EDUCATION, PUBLIC AWARENESS	WOMEN, GENERAL PUBLIC	NO
44. GIRL GUIDES' ASSOCIATION OF THAILAND (GGAT)	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	HUMAN RESOURCE DEVELOPMENT, EDUCATION	WOMEN, YOUTH	YES
45. GRASSROOTS INTEGRATED DEVELOPMENT PROJECT (GRID)	NGO W/VRO FUNCTION	COORDINATION, DEVELOPMENT	INTEGRATED, HUMAN RESOURCE DEVELOPMENT	RURAL POOR, NGOS, GOVERNMENT	NO
46. HARRY DURANCE FOUNDATION FOR EDUCATION IN THAILAND/FOUNDATION OF EDUCATION FOR LIFE AND SOCIETY	NGO W/VRO FUNCTION	MIXED DEVELOPMENT AND SOCIAL SERVICES, COORDINATION	EDUCATION, AGRICULTURE	RURAL POOR, NGOS	YES
47. HEALTH AND COMMUNITY DEVELOPMENT PROJECT/RASISALAI	NGO	DEVELOPMENT	HEALTH, INTEGRATED	RURAL POOR	-
48. HEALTH AND DEVELOPMENT FOUNDATION (DRUG STUDY GROUP)	VRO	TECHNICAL ASSISTANCE	HEALTH, MEDIA, PUBLIC AWARENESS	NGOs, GENERAL PUBLIC	

TABLE A: NATIONAL VROS AND NATIONAL NGOS

NAME OF AGENCY	TYPE	FUNCTIONS	SECTORAL EMPHASIS OR INTEREST	TARGET GROUP	REGISTERED
49. HILL AREA DEVELOPMENT FOUNDATION	NGO	DEVELOPMENT	EDUCATION	HILL TRIBE, GOs	NO
50. HOLT SAHATHAI FOUNDATION	NGO	MIXED-DEVELOPMENT AND SOCIAL SERVICES	HEALTH	CHILDREN	YES
51. HOTLINE	NGO	MIXED-DEVELOPMENT AND SOCIAL SERVICES	EDUCATION,HUMAN RESOURCE DEVELOPMENT	WOMEN, YOUTH	NO
52. JOINT FELLOWSHIP ON RURAL DEVELOPMENT (JFORD)	NGO	SUSTAINABLE DEVELOPMENT	INTEGRATED, EDUCATION	RURAL POOR	NO
53. JUSTICE AND PEACE COMMISSION FOR DEVELOPMENT	NGO	MIXED-DEVELOPMENT AND SOCIAL SERVICES	HUMAN RIGHTS, PUBLIC AWARENESS	GENERAL PUBLIC	NO
54. KOMOL KEEMTHONG FOUNDATION	NGO W/VRO FUNCTION	MIXED-DEVELOPMENT AND SOCIAL SERVICES	EDUCATION, MEDIA, PUBLIC AWARENESS	NGOs, GENERAL PUBLIC	YES
55. KWAC RA-BOME SYAT DEVELOPMENT PROJECT	NGO	DEVELOPMENT	INTEGRATED	RURAL POOR	NO
56. "MAYA" CHILDREN'S ART AND THEATRE WORKSHOP	VRO	TECHNICAL ASSISTANCE	MEDIA, HUMAN RESOURCE DEVELOPMENT	NGOS, CHILDREN, YOUTH	NO
57. MEDIA GROUP FOR THE PEOPLE	VRO	TECHNICAL ASSISTANCE	MEDIA, EDUCATION, HUMAN RESOURCE DEVELOPMENT	RURAL POOR, YOUTH, NGOS, GOVERNMENT	NO
58. MENTAL HEALTH ASSOCIATION OF THAILAND	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	EDUCATION, HEALTH, HUMAN RESOURCE DEVELOPMENT	YOUTH, CHILDREN, GENERAL PUBLIC	YES
59. METTA SUKSA FOUNDATION/CHIANG-MAI	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	EDUCATION, HUMAN RESOURCES DEVELOPMENT	CHILDREN	YES
60. NATIONAL COUNCIL FOR CHILD AND YOUTH DEVELOPMENT	VRO	COORDINATION, MIXED DEVELOPMENT AND SOCIAL SERVICES	HUMAN RESOURCE DEVELOPMENT, EDUCATION	CHILDREN, YOUTH, NGOS	NO
61. NATIONAL COUNCIL OF WOMEN OF THAILAND (NCWT)	VRO	COORDINATION, MIXED DEVELOPMENT AND SOCIAL SERVICES	INTEGRATED, EDUCATION	WOMEN, CHILDREN, NGOS (MEMBERS ONLY)	YES

TABLE A: NATIONAL VROS AND NATIONAL NGOS

NAME OF AGENCY	TYPE	FUNCTIONS	SECTORAL EMPHASIS OR INTEREST	TARGET GROUP	REGISTERED
62. NATIONAL COUNCIL ON SOCIAL WELFARE OF THAILAND (NCWT)	VRO	COORDINATION	INTEGRATED	NGOS (MEMBERS ONLY) GOVERNMENTS AND GENERAL PUBLIC	YES
63. NET FOUNDATION	NGO	DEVELOPMENT	INTEGRATED, HUMAN RESOURCE DEVELOPMENT	RURAL POOR	YES
64. NGO COORDINATING COMMITTEE ON RURAL DEVELOPMENT (NGO-CORD)*	VRO	COORDINATION	HUMAN RESOURCE DEVELOPMENT	NOGS AND GOS	NO
65. NGO COORDINATING COMMITTEE ON SLUMS	VRO	COORDINATION	HUMAN RESOURCE DEVELOPMENT, PUBLIC AWARENESS	NGOS (MEMBERS ONLY) URBAN POOOR	NO
66. NONG KHO YANG FOUNDATION FOR RURAL DEVELOPMENT	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	EDUCATION, AGRICULTURE,HUMAN RESOURCE DEVELOPMENT	YOUTH	YES
67. NONG NOI INTEGRATED RURAL DEVELOPMENT PROJECT	VRO	DEVELOPMENT	HUMAN RESOURCE DEVELOPMENT	RURAL POOR	NO
68. NORTHERN DEVELOPMENT WORKERS' ASSOCIATION	VRO	COORDINATION	INTEGRATED, HUMAN RESOURCE DEVELOPMENT	NGO (MEMBERS ONLY)	YES
69. NURSES' ASSOCIATION OF THAILAND	VRO	TECHNICAL ASSISTANCE, MIXED DEVELOPMENT AND SOCIAL SERVICES	HEALTH, HUMAN RESOURCE DEVELOPMENT, DEVELOPMENT	MEMBERS, GENERAL PUBLIC	NO
70. PIERRA MATERNITY AND CHILD WELFARE FOUNDATION	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	HEALTH, EDUCATION	CHILDREN, WOMEN	YES
71. PLANNED PARENTHOOD ASSOCIATION OF THAILAND	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	FAMILY PLANNING, HEALTH, INTEGRATED HUMAN RESOURCE DEVELOPMENT	URBAN POOR, RURAL POOR, REFUGEES	YES
72. POPULATION AND COMMUNITY DEVELOPMENT ASSOCIATION (PDA)*	NGO W/VRO FUNCTION	SUSTAINABLE DEVELOPMENT	FAMILY PLANNING, HEALTH, INTEGRATED, MEDIA, HUMAN RESOURCE DEVELOPMENT, PUBLIC AWARENESS	REFUGEES, GOVERNMENT, NGOS, RURAL POOR, URBAN POOR, GENERAL PUBLIC	YES

TABLE A: NATIONAL VROS AND NATIONAL NGOS

NAME OF AGENCY	TYPE	FUNCTIONS	SECTORAL EMPHASIS OR INTEREST	TARGET GROUP	REGISTERED
73. PRIMARY HEALTH CARE GROUP/BUA-YAI (PHC BUA YAI)*	NGO	DEVELOPMENT	HEALTH, INTEGRATED	RURAL POOR	NO
74. PRIMARY HEALTH CARE GROUP/ CHOOMPUANG (PHC CHOOMPUANG)*	NGO	DEVELOPMENT	HEALTH, INTEGRATED	RURAL POOR	NO
75. PRIMARY HEALTH CARE GROUP/KORAT	NGO W/VRO FUNCTION	COORDINATION, DEVEL-OPMENT	HEALTH , INTEGRATED, PUBLIC AWARENESS	RURAL POOR, NGOS, GOVERNMENT, GENERAL PUBLIC	NO
76. PRIMARY HEALTH CARE GROUP/ LAMPLAIMART, BURIRAM	NGO	DEVELOPMENT	HEALTH, INTEGRATED	RURAL POOR	NO
77. PRIMARY HEALTH CARE GROUP/ PRAITHAI (PHC PRAITHAI)	NGO	DEVELOPMENT	HEALTH, INTEGRATED	RURAL POOR	NO
78. PRIMARY HEALTH CARE GROUP SUNGNERN (PHC SUNGHERN)*	NGO	DEVELOPMENT	HEALTH, INTEGRATED	RURAL POOR	NO
79. PROJECT FOR DEVELOPMENT OF GRADUATE FRIENDSHIP VOLUNTEER	NGO	DEVELOPMENT	HEALTH, EDUCATION, INTEGRATED	RURAL POOR, CHILDREN	NO
80. PROJECT FOR ECOLOGICAL RECOVERY	VRO	COORDINATION, TECHNI-CAL ASSISTANCE	ENVIRONMENT, PUBLIC AWARENESS	NGOS, GOVERNMENT, GENERAL PUBLIC	NO
81. PROMOTION OF HUMAN RESOURCES FOR RURAL DEVELOPMENT FOUNDA-TION	VRO	COORDINATION	EDUCATION, INTE-GRATED, HUMAN RE-SOURCE DEVELOPMENT	NGOS, GOVERNMENT, RURAL POOR	YES
82. PROVINCIAL DENTAL HEALTH CLUB	NGO	TECHNICAL ASSISTANCE	HEALTH, HUMAN RE-SOURCE DEVELOPMENT	DENTAL HEALTH PER-SONNEL	NO
83. RAINDROP ASSOCIATION	NGO	SUSTAINABLE DEVELOP-MENT	INTEGRATED	RURAL POOR, CHILDREN	YES
84. RURAL DEVELOPMENT DOCUMENTA-TION CENTER (RUDOC)	VRO	TECHNICAL ASSISTANCE	HUMAN RESOURCE DEVLOPMENT	NGOS AND GOVERNMENT	NO
85. RURAL DOCTORS CLUB	NGO	TECHNICAL ASSISTANCE	HEALTH, HUMAN RE-SOURCE DEVELOPMENT, MEDIA	MEMBERS, GENERAL PUBLIC	YES

TABLE A: NATIONAL VROS AND NATIONAL NGOS

NAME OF AGENCY	TYPE	FUNCTIONS	SECTORAL EMPHASIS OR INTEREST	TARGET GROUP	REGISTERED
86. RURAL FRIENDS ASSOCIATION	NGO	SUSTAINABLE DEVELOP-MENT	INTEGRATED, HUMAN RESOURCE DEVLOPMENT	RURAL POOR	YES
87. RURAL RECONSTRUCTION ALUMNI AND FRIENDS ASSOCIATION (RRAFA)*	VRO	STRATEGIC FACILITATION	HUMAN RESOURCE DEVELOPMENT	NGOS	NO
88. SVITA FOUNDATION*	VRO	TECHNICAL ASSISTANCE	HUMAN RESOURCE DEVELOPMENT, MEDIA SMALL SCALE ENTER-PRISE	NGOS, RURAL POOR	YES
89. SCHOOL OF COMMUNITY RESEARCH AND ACTION	VRO	TECHNICAL ASSISTANCE	EDUCATION	NGOS, URBAN POOR	NO
90. SIAMESE ASSOCIATION OF UNIVERSITY WOMEN	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	EDUCATION, HEALTH, HUMAN RESOURCE DEVELOPMENT	MEMBERS, WOMEN	YES
91. SLUM STUDY GROUP	VRO	COORDINATION	HUMAN RESOURCE DEVELOPMENT	NGOS	NO
92. SLUM YOUTH DEVELOPMENT COM-MITTEE (SYDC)	VRO	COORDINATION	HUMAN RESOURCE DEVELOPMENT	NGOS, URBAN POOR, YOUTH	NO
93. SMALL RUBBER-GROWING COMMU-NITIES DEVELOPMENT PROJECT	NGO	DEVELOPMENT	INTEGRATED, EDUCATION	RURAL POOR, YOUTH, CHILDREN	NO
94. SOCIAL SCIENCE IN PUBLIC HEALTH GROUP	NGO	TECHNICAL ASSISTANCE	HEALTH, HUMAN RE-SOURCE DEVELOPMENT	MEMBERS, INTERESTED GROUPS	NO
95. SOCIAL WORKERS' ASSOCIATION OF THAILAND	VRO	TECHNICAL ASSISTANCE	HUMAN RESOURCE DEVELOPMENT	NGOS, AND GOVERN-MENT	NO
96. SO-HA FOUNDATION OF THAILAND	NGO	MIXED-DEVELOPMENT AND SOCIAL SERVICES	HEALTH, EDUCATION, HUMAN DEVELOPMENT	CHILDREN	YES
97. SOUTHERN FRATERNITY OF RURAL DEVELOPMENT (S-FORD)	NGO	DEVELOPMENT	HUMAN RESOURCE DEVELOPMENT	INTERESTED GROUPS	NO
98. STUDENT COOPERATIVE VILLAGE PROJECT	NGO	DEVELOPMENT	AGRICULTURE, SMALL SCALE ENTERPRISE	CHILDREN, YOUTH	NO

TABLE A: NATIONAL VROS AND NATIONAL NGOS

	NAME OF AGENCY	TYPE	FUNCTIONS	SECTORAL EMPHASIS OR INTEREST	TARGET GROUP	REGISTERED
99.	STUDY PROJECT FOR THE DEVELOPMENT OF FARMERS COOPERATIVES	NGO	DEVELOPMENT	AGRICULTURE, TECHNOLOGY	RURAL POOR	NO
100.	THAI CONSUMERS POWER GROUP	VRO	TECHNICAL ASSISTANCE	CONSUMERS RIGHTS, PUBLIC AWARENESS	NGOS, GOS, GENERAL PUBLIC	NO
101.	THAI DEVELOPMENT SUPPORT COMMITTEE (TDSC)	VRO	TECHNICAL ASSISTANCE, FUNDING	HUMAN RESOURCE DEVELOPMENT	NGO	NO
102.	THAI ENVIRONMENTAL AND COMMUNITY DEVELOPMENT ASSOCIATION	NGO	TECHNICAL ASSISTANCE	ENVIRONMENT, PUBLIC AWARENESS	YOUTH, GENERAL PUBLIC	NO
103.	THAI FOUNDATION FOR THE DEVELOPMENT OF HUMAN RESOURCES IN RURAL AREA (THAI DHRRA)	VRO	DEVELOPMENT	INTEGRATED, HUMAN RESOURCE DEVELOPMENT	NGOS	YES
104.	THAI INTER-RELIGIOUS COMMISSION FOR DEVELOPMENT/SURIN	VRO	COORDINATION	INTEGRATED, HUMAN RESOURCE DEVELOPMENT	NGOS, RURAL POOR	NO
105.	THAI NGO COMMITTEE ON AGRARIAN REFORM AND RURAL DEVELOPMENT (WCARRD)	VRO	TECHNICAL ASSISTANCE, COORDINATION	INTEGRATED, HUMAN RESOURCE DEVELOPMENT	NGOS, RURAL POOR	NO
106.	THAI RATH NEWSPAPER FOUNDATION	NGO	MIXED-DEVELOPMENT AND SOCIAL SERVICES	EDUCATION, HEALTH, AGRICULTURE	CHILDREN	YES
107.	THAI VOLUNTEER SERVICE (TVS)*	VRO	DEVELOPMENT, TECHNICAL ASSISTANCE, FUNDING	HUMAN RESOURCE DEVELOPMENT, MEDIA	NGOS	YES
108.	TRADITIONAL MEDICINE IN SELF-CURING PROJECT	VRO	TECHNICAL ASSISTANCE	HEALTH, MEDIA, PUBLIC AWARENESS	NGOS, GENERAL PUBLIC	NO
109.	UNION FOR CIVIL LIBERTY (UCL)	VRO	DEVELOPMENT	HUMAN RIGHTS, HUMAN RESOURCE DEVELOPMENT, PUBLIC AWARENESS	NGOS, LABORERS, GENERAL PUBLIC	YES
110.	VOLUNTARY GROUP FOR CONSUMERS	NGO	TECHNICAL ASSISTANCE	CONSUMERS' RIGHTS, PUBLIC AWARENESS	GENERAL PUBLIC	NO

TABLE A: NATIONAL VROS AND NATIONAL NGOS

NAME OF AGENCY	TYPE	FUNCTIONS	SECTORAL EMPHASIS OR INTEREST	TARGET GROUP	REGISTERED
111. WORKING COMMITTEE ON CHILDREN	VRO	COORDINATION	HEALTH, HUMAN RE-SOURCE DEVELOPMENT, PUBLIC AWARENESS	CHILDREN, NGOS, GENERAL PUBLIC	NO
112. Y.M.C.A. OF BANGKOK	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	INTEGRATED, HUMAN RESOURCE DEVELOPMENT	RURAL POOR, URBAN POOR, REFUGEES	YES
113. Y.M.C.A. OF CHIANG-MAI	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	INTEGRATED, HUMAN RESOURCE DEVELOPMENT	RURAL POOR, URBAN POOR	YES
114. Y.M.C.A./KORAT*	NGO	MIXED DEVELOPMENT AND SOCIAL SERVICES	HUMAN RESOURCE DEVELOPMENT	YOUTH, WOMEN	NO

TABLE A: NATIONAL VROS AND NATIONAL NGOS

NAME OF AGENCY	TYPE	FUNCTIONS	SECTORAL EMPHASIS OR INTEREST	TARGET GROUP	REGISTERED
SUMMARY NGOs = 67 (68.77%) NGOs w/VRO function = 10 (8.77%) VRO = 37 (32.45%) Total =114 Source: Directory of nongovernment development organizations in Thailand, 1987 (TUS: 1987)		Registered NGOs			

TABLE B: INTERNATIONAL PRIVATE VOLUNTARY DEVELOPMENT-ORIENTED ORGANIZATIONS WORKING IN THAILAND

NAME OF AGENCY	TYPE	FUNCTIONS	SECTORAL EMPHASIS OR INTEREST	TARGET GROUP
1. ASIAN CULTURAL FORUM ON DEVELOPMENT	INTERMEDIARY	COORDINATION, STRATEGIC FACILITATION	HUMAN RIGHTS, HUMAN RESOURCE DEVELOPMENT	NG0S, GOVERNMENT, LABORERS, WOMEN
2. ASIA FOUNDATION	INTERMEDIARY	DEVELOPMENT	EDUCATION	NGOS, GOVERNMENT
3. CANADIAN UNIVERSITY SERVICE OVERSEAS (CUSO)	INTERMEDIARY	DEVELOPMENT, TECHNICAL ASSISTANCE	INTEGRATED, HUMAN RESOURCE DEVELOPMENT	REFUGEES, RURAL POOR, NGOS, GOVERNMENT
4. CARE (THAILAND)*	OPERATIONAL	MIXED DEVELOPMENT AND SOCIAL SERVICES	REFORESTATION, AGRICULTURE, HEALTH, MICRO ENTERPRISE	REFUGEES, RURAL POOR
5. CATHOLIC RELIEF SERVICE (CRS)	INTERMEDIARY AND OPERATIONAL	MIXED DEVELOPMENT AND SOCIAL SERVICES, FUNDING	AGRICULTURE, HEALTH, INTEGRATED	NGOS, GOVERNMENT, REFUGEES, RURAL POOR
6. CHRISTIAN CHILDREN'S FUND/ FOUNDATION IN THAILAND (CCF)*	INTERMEDIARY	MIXED DEVELOPMENT AND SOCIAL SERVICES, FUNDING	EDUCATION, HEALTH, INTEGRATED	CHILDREN, URBAN POOR, RURAL POOR
7. FOSTER PARENTS PLAN INTERNATIONAL	OPERATIONAL	MIXED DEVELOPMENT AND SOCIAL SERVICES	INEGRATED, HUMAN RESOURCE DEVELOPMENT	URBAN POOR, RURAL POOR
8. FRIEDRICH EBERT STIFTUNG (FFS)	OPERATIONAL	MIXED DEVELOPMENT AND SOCIAL SERVICES	EDUCATION, MEDIA, HUMAN RIGHTS	LABORERS
9. FRIEDRICH NAUMANN FOUNDATION (FNF)	OPERATIONAL	MIXED DEVELOPMENT AND SOCIAL SERVICES	INTEGRATED, HUMAN RESOURCE DEVELOPMENT	RURAL POOR
10. FRIENDS FOR ALL CHILDREN (FFAC)/ THAILAND	OPERATIONAL	MIXED DEVELOPMENT AND SOCIAL SERVICES	HEALTH, EDUCATION	CHILDREN
11. GERMAN VOLUNTEER SERVICE (GVS)	INTERMEDIARY	TECHNICAL ASSISTANCE, FUNDING	TECHNOLOGY, HUMAN RESOURCE DEVELOPMENT	GOVERNMENT
12. HELEN KELLER INTERNATIONAL (HKI)	INTERMEDIARY	MIXED DEVELOPMENT AND SOCIAL SERVICES	NUTRITION	CHILDREN, BLIND
13. JAPAN INTERNATIONAL VOLUNTEER CENTER OF THAILAND (JVC)	OPERATIONAL	MIXED DEVELOPMENT AND SOCIAL SERVICES	EDUCATION, HEALTH	REFUGEES, URBAN POOR
14. JAPAN SOTOSHU RELIEF COMMITTEE	OPERATIONAL	MIXED DEVELOPMENT AND SOCIAL SERVICES	EDUCATION, INTEGRATED	REFUGEES, URBAN POOR, RURAL POOOR

TABLE B: INTERNATIONAL PRIVATE VOLUNTARY DEVELOPMENT-ORIENTED ORGANIZATIONS WORKING IN THAILAND

NAME OF AGENCY	TYPE	FUNCTIONS	SECTORAL EMPHASIS OR INTEREST	TARGET GROUP
15. MEALS FOR MILLION (MFM) - NOW CALLED FREEDOM FROM HUNGER (FFH)	OPERATIONAL	MIXED DEVELOPMENT AND SOCIAL SERVICES	HEALTH	RURAL POOR
16. PEARL S. BUCK FOUNDATION, INC. (THAILAND)	OPERATIONAL	MIXED DEVELOPMENT AND SOCIAL SERVICES	HUMAN RIGHTS, EDUCATION, HEALTH	CHILDREN
17. REDD BARNA	OPERATIONAL	MIXED DEVELOPMENT AND SOCIAL SERVICES	INTEGRATED	URBAN POOR, RURAL POOR, CHILDREN REFUGEES
18. SAVE THE CHILDREN FEDERATION/ USA	OPERATIONAL	MIXED DEVELOPMENT AND SOCIAL SERVICES	INTEGRATED, EDUCATION, HUMAN RESOURCE DEVELOPMENT	REFUGEES, RURAL POOR, CHILDREN
19. SAVE THE CHILDREN FUND/ U.K.	INTERMEDIARY	MIXED DEVELOPMENT AND SOCIAL SERVICES	HEALTH, TECHNOLOGY, EDUCATION	REFUGEES, CHILDREN, URBAN POOR
20. TERRE DES HOMMES	INTERMEDIARY	FUNDING	INTEGRATED	NGOS
21. THAI-GERMAN DEVELOPMENT FOUNDATION	INTERMEDIARY	FUNDING	INTEGRATED, AGRICULTURE	NGO, GOVERNMENT
22. VOLUNTARY SERVICES OVERSEAS (U.K.)	INTERMEDIARY	TECHNICAL ASSISTANCE	EDUCATION, AGRICULTURE	GOVERNMENT
23. VOLUNTEERS IN TECHNICAL ASSISTANCE (VITA)	INTERMEDIARY	TECHNICAL ASSISTANCE	APPROPRIATE TECHNOLOGY	REFUGEES, RURAL POOR, URBAN POOR
24. WORLD VISION FOUNDATION OF THAILAND	OPERATIONAL WITH SOME INTERMEDIARY	MIXED DEVELOPMENT AND SOCIAL SERVICES FUNCTIONS	INTEGRATED, EDUCATION, HUMAN RESOURCE DEVELOPMENT	NGOS, GOVERNMENT, RURAL POOR

SUMMARY: 11 ACT AS INTERMEDIARIES
11 ARE OPERATIONAL
2 FILL BOTH FUNCTIONS

SOURCE: DIRECTORY OF NONGOVERNMENT DEVELOPMENT ORGANIZATIONS IN THAILAND 1987 (TVS: 1987)

* = INCLUDED IN THE STUDY

APPENDIX TWO: VRO PROFILES

1. APPROPRIATE TECHNOLOGY ASSOCIATION (ATA)

Formation

ATA was established in 1978 and was registered as an association in 1987. As the name implies, it was initiated to provide technical assistance and appropriate technologies to strengthen development projects of NGOs.

Objectives

A major objective of ATA is to research and develop technologies appropriate to conditions in the villages in Thailand. Such technologies should be cheap and easy to construct, and should help communities to rely on themselves. Second, ATA identifies and collects information about appropriate technologies from various organizations in Thailand, and oversees and synthesizes this into a form that may be easily and appropriately passed on to Thai communities. Third, ATA promotes appropriate technologies which have already been researched, adapted, and tested. Means of promotion include demonstrations, trainings, easy-to-understand documents, and actual introduction of relevant technologies in village development. Fourth, ATA renders to individuals and various development NGOs services connected with the use of appropriate technology in solving community problems.

Organization

ATA, at present, has 18 staff members who work in one of six sections; the information dissemination section, the implementing section, the technical section, the secretariat section, the administration section, and the funding section. The ATA headquarters is located in Bangkok, but there are four branches, one in each of the following locations: Khon Kaen/Northeast (providing services to Roi Et, Mahasarakham, and Surin), Chiangrai/North (providing services to Chiangmai and Prayao), Adyuthaya/Central (providing services to Phrathomthani, Suphanburi, and Chasengsao), and Trang (providing services to Nakornsrithammarat).

Program Components

Village Fishery Project - Surin: This project advises villagers, through an organization already working in the locality, with respect to raising fish in rice fields as well as other fishery techniques. The project addresses the problem of lack of protein consumption in children. It also promotes vegetable gardening and addresses the issue of migration of villagers during dry season. ATA uses villagers as resource persons in this project.

Hand-Weaving Project: This project encourages women and youth groups to see the value of existing conditions in the community in order to reduce migration to the urban labor market. ATA provides trainings on dying materials for weaving and designing patterns.

Appropriate Technology Promotion Project: This project helps disseminate appropriate technologies through seminars, trainings, mobile units which visit villages, and through mass media such as radio, newspapers and pamphlets. In addition, ATA is involved in research to develop agricultural and irrigation equipment for use at the village level.

Liaison with Government and Other Organizations: ATA provides technical assistance to NGOs working in rural development, particularly those working with agriculture and appropriate technologies at the village level. ATA also cooperates with universities and government agencies such as the regional agriculture centers and the agricultural officers.

2. COORDINATING COMMITTEE FOR PRIMARY HEALTH OF THAI NGOs (CCPN)

Formation

CCPN was established in 1983 by eight NGOs concerned with the health sector. At present, 19 NGOs form the membership of CCPN. It functions as a coordinating body for the primary health care (PHC) NGOs, and provides training and information services to its members. It is not registered.

Objectives

CCPN was set up to promote discussion of experiences, problems, and obstacles among members, government, and foreign organizations. It is also intended to enhance the effectiveness of member organizations working in primary health care, by providing them with technical information, training, and other resources. CCPN, in addition, collects and disseminates information about primary health care to its members.

Organization

There are seven regular staff members working at CCPN. At present, this consortium consists of 19 member PHC NGOs. CCPN's budget originates entirely from foreign sources.

Program Components

Training: CCPN provides training for its members in various aspects of PHC. In the near future, CCPN will train trainers in primary health care, with an emphasis on the transfer of knowledge to community members. As a result, it hopes that the member organizations can design and conduct quality training for their own target groups, as well as act as resource persons or trainers for primary health care trainings.

Coordination of Primary Health Care Campaigns: These campaigns are conducted through the CCPN Newsletter (bi-monthly, in Thai) and through the magazine Public Health Critique (a quarterly in Thai). The campaigns have covered topics such as the use of monosodium glutamate, the problem of drug abuse, and the effects of smoking. To further these campaigns, CCPN organizes many other activities such as exhibitions, discussions, seminars, and information dissemination to the general public and to the government agencies, e.g. the Ministry of Health.

Information Services: CCPN has also set up the Information Center for Public Health Development. This center provides technical information, other public health resources, and information about social, economic, political, and cultural issues as they relate to public health. Slides, videos, and posters, etc., are available to the members.

Liaison with Government and Other Organizations: CCPN works closely with the 19 NGOs and some of the government agencies, in particular the Ministry of Public Health, district hospitals, and universities.

3. DEVELOPMENT DIALOGUE CLUB/KORAT (DDC)

Formation

The DDC was established in 1982 in cooperation with the Non-Formal Education Center at Korat. It is known as a service organization for NGOs in the Northeast. At its inception, the DDC provided services only to its members. Now, the DDC provides services to all NGOs who wish to partake.

Objectives

The DDC has three main objectives:

To serve as a center for exchange of development ideas among government agencies, NGOs, and religious institutions. This includes opportunities to exchange first-hand experiences and lessons learned;

To bring a spiritual dimension into development work in an attempt to balance the often-materialistic bias of government development agencies;

To transform rural areas into places where common approaches may be sought and problems solved together, by sharing ideas and experiences, and coordinating endeavors wherever possible.

Organization

The DDC is comprised of three committees. The first is the Supervisory Committee, composed of four to five professional persons. The second is the Administrative Committee, comprising five to six persons, and the last is the Working Group Committee made up of ten people. The Working Group Committee identifies the felt needs of the participants, and organizes appropriate activities to meet these needs.

Program Components

The DDC organizes three kinds of activities. First, it arranges and facilitates discussions, meetings and seminars for the exchange of experiences and ideas among development workers. Second, it arranges study tours of projects in action. Finally, it distributes news and promotes movements concerned with development. The DDC also produces Development Discussion, a bi-monthly magazine in Thai for NGOs and other interested groups.

Liaison with Government and Other Organizations: The DDC works closely with the Non-Formal Education Center in Korat Province. The Research Development Institute of Khon Kaen University sometimes provides financial support and resource persons. Participants from NGOs in Korat and the provinces nearby form the basis of the DDC's liaison with NGOs.

4. NGO COORDINATING COMMITTEE ON RURAL DEVELOPMENT(NGO-CORD)

Formation

NGO-CORD was established in 1985. It is an apex or coordinating body for NGOs in Thailand. At present, most of the formalized NGOs are members of NGO-CORD. Thus, there are about 220 NGOs comprising NGO-CORD.

Objectives

NGO-CORD was set up to establish good relationships among NGOs, and thus enhance the roles of voluntary groups working in rural development. It also intends to promote understanding and cooperation between NGOs and government bodies working in rural development. Finally, it aims to forge links between NGOs, government organizations, and the general public to encourage all three to join forces in rural development work.

Organization

There are three types of committees in NGO-CORD. The first is the Regional Committee, of which there is one for each of four regions (the North, Northeast, South and Central). The NGOs in each region select their own representatives to sit on the second type of committee, the National Committee. Normally, ten NGOs can select one representative. Currently, there are 22 representatives who comprise the National Committee. The last committee is the Executive Committee. This is made up of five representatives selected from the National Committee.

The National Committee holds meetings every month, whereas the Regional Committee holds its meeting once a year. The Executive Committee holds a meeting twice a month or more as the need demands.

NGO-CORD is very young and is still evolving its organizational structure and strategy. At present, NGO-CORD has two full-time and one part-time staff. It runs on funds from CIDA's Local Development Assistance Program (LDAP).

Program Components

NGO-CORD sets up meetings and seminars among member organizations at both regional and national levels. Their aim is to promote cooperation in rural development, and to enhance the work of member organizations.

Promoting Coordination: NGO-CORD tries to consult with local and central government bodies, with an eye to promoting coordination between NGOs and their government counterparts. NGO-CORD arranges other activities to strengthen work as well as to achieve coordination among member organizations, the public, and government bodies.

Information Service: NGO-CORD has an information service for NGOs and persons interested in community development. It also collects and disseminates information about its member organizations and their roles, in order to increase public support for NGOs' development work. This dissemination is achieved through a newsletter (in Thai).

5. RURAL RECONSTRUCTION ALUMNI AND FRIENDS ASSOCIATION (RRAFA)

Formation

RRAFA was established in 1983 by Thai alumni of the International Training Program of the International Institute of Rural Reconstruction (IIRR). These alumni number 105. From the very first meeting at TRRM in Chainat, the alumni and their friends saw the need for collaboration among those involved in field-level work in Thailand. Many of them represented the vanguard of grassroots rural development workers in Thailand, and shared the same perceptions about the problems of rural development programs implemented in the country.

Objectives

RRAFA's first activity placed great stress on using genuine participatory techniques and methodologies for facilitating the sharing of knowledge and experiences among those working directly for rural change, especially among the field workers. This continues to be a consistent feature of all RRAFA activities. The major objectives of RRAFA are as follows:

- To establish a system for exchanging knowledge, experiences, and lessons learned in rural development programs;
- To encourage those in the field of rural development to learn lessons from their work and to consider these lessons in planning future projects;
- To provide training and other technical support to individuals and organizations involved in grassroots rural development work;
- To establish a network between and among rural development workers in both government and non-government organizations. This would enable rural development workers to avoid needless duplication of rural development efforts.

Organization

The members of RRAFA have elected eleven persons to be on the Executive Committee. Elections are conducted every two years. The Executive Committee sets up the Working Committee, which consists of four persons who coordinate RRAFA's activities. Members of these committees are working as volunteers until RRAFA has sufficient financial support to pay them. At present, there are six regular staff and one part-time volunteer working at RRAFA.

Program Components

Training: RRAFA designs and conducts trainings that emphasize a common learning process between trainers and trainees. Target groups include development workers, community leaders, and regional training teams. The trainings also focus on follow-up, that is, applying learnings to the planning and implementation of future projects. The approach used is based on action research; and included is a planning workshop for the field workers, extensive village stays, field exposures in operational areas, and a final reflection workshop.

Documentation of Rural Development: RRAFA plans in the near future to produce documents and other media concerned with development for NGOs and interested persons. This will be part of its information service.

Monitoring and Evaluation of Rural Development Projects: RRAFA provides a monitoring and evaluation service. This service fits with RRAFA's approach of ongoing learning. It emphasizes the use of monitoring and evaluation for learning and future planning activities. This learning process is aimed at all parties involved, i.e. the field workers, the villagers, and the funders. In 1985, RRAFA was contracted by CIDA's Local Development Assistance Program (LDAP) to monitor and evaluate the small, indigenous NGOs receiving LDAP funds.

Evaluation of rural development projects will continue to be one of RRAFA's major activities. Three full-time RRAFA staff and two part-time workers are involved in monitoring and evaluating ten projects being implemented by four NGOs.

Liaison with Government and Other Organizations: RRAFA is in the process of establishing a network between and among rural development workers in both government and non-government organizations.

6. SVITA FOUNDATION

Formation

The SVITA Foundation is a private, non-profit organization established in 1980. It was registered as a foundation in 1981. It was founded by a group of concerned business, academic, and technology professionals who felt the need to consolidate non-governmental organizations' efforts in support of the government's program to combat poverty in rural and urban areas. It is well-known as a service organization to both domestic and foreign NGOs.

Objectives

SVITA aims to promote self-sustaining community development through collaborative efforts of government, NGOs, and private business. It also emphasizes the mobilization of business abilities and resources, and is working to promote increased effectiveness of NGOs and improved resource utilization.

Organization

SVITA maintains a small core staff of professionals drawn from business, education, and social sectors. It supplements this staff by relying on professional affiliates with identified knowledge bases for technical back-up support. These affiliates are engaged on a project basis.

SVITA is an associate member of the Asian Alliance of Appropriate Technology Practitioners (APPROTECH Asia). It maintains close contact with several regional and international development organizations for technical cooperation and financial support.

SVITA secures funding from private contributions, grants, and from certain services such as publications and management services. There are six regular staff members.

Program Components

Funds for Supplemental Education (FUSE): This originally took the format of a magazine for children, with the intention of providing supplementary education materials to urban and rural schools. SVITA then decided to extend its activities to include assisting governmental agencies and other NGOs in the design and production of technical manuals, directories, and other supplementary educational materials.

FUSE provides technical as well as management guidance. It also assists organizations in seeking funds to supplement FUSE's own minimal financial support. FUSE maintains a small editorial core staff, who work in collaboration with other organizations and utilize the help of volunteer professionals.

FUSE's contribution to community education and youth development has been recognized by the government through the award presented by the Ministry of Education (1979) and the National Youth Promotion and Cooperation Center of the Prime Minister's Office (1981). Currently, the monthly SVITA magazine is published under the FUSE program.

Small Economic Enterprise Development (SEED): To help reduce the rate of unemployment and augment the income of under-privileged citizens, SVITA initiated a program of technical and financial assistance to individuals and small groups, especially those of women and youth, to help set up or improve micro-businesses. Micro-credits are provided for self-employment enterprise development to encourage the upgrading of traditional technologies, the application of appropriate technologies, and better management techniques. For example, funding or loans are provided for small dairy farms or soybean and rhizobiam production. SEED works through NGOs and local business communities, in close collaboration with government agencies, to help create off-farm employment opportunities. A planning grant for SEED was awarded to SVITA by Appropriate Technology International (ATI), a US-based, private, non-profit organization promoting the development and dissemination of technologies appropriate for developing countries. Although SEED maintains a small revolving fund of its own, it seeks assistance from local financial and commercial concerns to provide low-interest loans for SEED micro-credit schemes.

Community Development Project Promotion (CDEPP): To help ensure a self-sustaining process of development among rural communities, SVITA promotes communication and collaboration between and among business communities, NGOs and governmental agencies concerned with community issues. To accomplish this, SVITA established the Center for Community Development Project Promotion, which organizes workshops and training programs to strengthen the technical and management capabilities of local NGOs involved in community development. It also serves as an interface between R & D institutions and appropriate technology practitioners in identifying research and development needs, in testing prototypes, and in exploring processes for technical and socio-economic appropriateness and commercial potential. SVITA also acts as an information source for NGOs, business communities, and governmental agencies on matters relevant to community development. In addition, CDEPP offers consultancy services in the areas of need assessment, C.D. project identification, C.D. project design and planning, and feasibility studies. It also provides on-site assistance for specific C.D. projects.

Liaison with Government and Other Organizations: As mentioned above, SVITA has a very close relationship with both government and NGOs working in community development, particularly under the auspices of the Korat Progress Project. Here SVITA acts as a monitor and evaluator.

7. THAI VOLUNTEER SERVICE (TVS)

Formation

TVS is a Thai non-government, non-profit development organization. Established in April 1980, it saw itself providing back-up services to other non-government organizations (NGOs) in Thailand, especially in the areas of manpower (volunteers) and development training services. TVS was jointly established by 19 Thai NGOs, which saw the need for one organization to provide such services to Thai NGOs. TVS was also set up in the hope that it would bring about closer NGO cooperation and sharing of experiences, as well as a common direction in development work.

Objectives

TVS has four main objectives. First, TVS tries to provide opportunities and support for persons with commitment to the development of Thai society. This usually involves placing these people as volunteers with NGOs working in community and social development. Support to these volunteers most often takes the form of trainings. Second, TVS aims to increase the effectiveness of organizations and individuals carrying out community and social development work. Third, it also tries to promote closer cooperation and coordination among NGOs, and between non-government and government development bodies. Fourth, it tries to cooperate with organizations and individuals in the search for effective strategies for community and social development in Thailand.

Organization

TVS is a registered foundation. Its policies and programs of TVS are formulated by the TVS board, the members of which consist of one representative from each of the 36 participating NGOs, six volunteer and staff representatives, and nine independent individuals noted for their contribution to development work. The board normally meets about twice a year.

The nine-member TVS Working Committee, appointed by the TVS board, is responsible for the supervision of program implementation. The committee includes one representative each from TVS volunteers, TVS staff and the Chulalongkorn Social Research Institute (CUSRI). Normally, the committee meets once a month.

At present, there are 16 staff members whose duties are divided in four sections: Volunteer Services, Information Services, Training Services, and Secretariat Section. TVS's annual budget is about three million baht (about $ 120,000). About 90% of the budget comes from foreign sources.

Program Components

TVS Volunteer Program: During the past seven years, TVS has provided over 232 full-time Thai volunteers to approximately 82 development projects, run by some 49 Thai NGOs. TVS is involved in the selection, training, and follow-up of such volunteers, each of whom has a term of service of two years. Volunteers receive a moderate monthly allowance considered sufficient for their needs, as well as life and accident insurance, free medical services, and a small lump sum fee upon completion of service.

TVS provides training services for all volunteers. This includes a two-week orientation course prior to services; a three-week general training course, including field visits to development projects after about three months of service; and several one-week volunteer seminars during the rest of their service. Volunteers are required to present a detailed report of their experiences at an end-of-service seminar.

NGOs taking volunteers from TVS are required to contribute to the cost of the program by paying between 55% and 75% of the volunteers' monthly allowance. The volunteers are engaged in a wide range of activities in both rural and urban areas such as community organization, community health work, children's development work, appropriate technology services, and human rights campaign work.

Development Training Services: Regular training courses, workshops, and seminars for development workers are provided on a variety of aspects of development work. These cover management and administration of NGOs and NGO projects, campaign and media work, research methodologies, and approaches, strategies and methods for community and social development.

Information Services: TVS publishes a bi-monthly, Thai language development newsletter for development workers and other interested persons. The newsletter covers aspects of NGO work and includes articles and viewpoints from development workers. TVS has also set up a documentation center to collect documents concerning the activities and experiences of Thai NGOs, articles and papers on development work, training and campaign materials, etc.

Small Projects Fund: TVS administers a fund supporting small (mainly rural) development projects, supplying no more than 250,000 baht (about $10,000) per project per year.

Liaison with Government and Other Organizations: Thirty-six NGOs signed the TVS agreement and now participate on the TVS board. TVS also tries to cooperate with government development agencies, even to the extent of sending some volunteers to work on the government projects. This, however, has been phased out. At present, TVS is actively seeking other ways to increase cooperation and collaboration between NGOs and government.