

Report no. 9433

**Cooperation Between The World Bank and NGOs:
1990 Progress Report'**

International Economic Relations Division
External Affairs Department
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Glossary

AFR	Africa Regional Office
ASINDES	Asociación de Entidades de Desarrollo y de Servicio No Gubernamentales de Guatemala
CONGAT	Conseil des Organismes Non-Gouvernementaux en Activité au Togo
CRID	Centre de Recherche et d'Information au Développement
DANIDA	Danish International Development Agency
DBAN	Development Banks Assessment Network
EA	Environmental Assessment
ECE	Economic Commission for Europe
EDI	Economic Development Institute
EMENA	Europe, Middle East, and North Africa
ESF	Emergency Social Fund
EXTIE	International Economic Relations Division, External Affairs Department
FAO	Food and Agriculture Organization
FENASONGS	Federación Nacional de Asociaciones de Organizaciones No Gubernamentales en Salud
FSDVM	Fundación Salvadoreña de Desarrollo y Vivienda Mínima
GDIP	Grassroots Development Initiative Project
GEF	Global Environmental Facility
IBRD	International Bank for Reconstruction and Development
IDA	International Development Association
IDB	Inter-American Development Bank
ILO	International Labor Organization
IMF	International Monetary Fund
LAC	Latin America and the Caribbean
NGO	Nongovernmental Organization
OECD	Organisation for Economic Cooperation and Development
OED	Operations Evaluation Department
PACT	Private Agencies Collaborating Together
PAIPSCA	Program for Alleviation of Poverty and Social Costs of Adjustment
PHN	Population, Health, and Nutrition
PPF	Project Preparation Facility
PRE	Policy, Research, and External Affairs
SCF-UK	Save The Children Fund - United Kingdom
SDA	Social Dimensions of Adjustment
SEDF	Socio-Economic Development Fund
SIF	Social Investment Fund
SPPF	Special Project Preparation Facility
TFAP	Tropical Forestry Action Plan
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WDR	World Development Report
WID	Women-In-Development
WUA	Water Users' Association

Table of Contents

Executive Summary	i
I. INTRODUCTION	1
II. OPERATIONAL COLLABORATION	1
Patterns of Bank-NGO Operational Collaboration	2
Regional Pattern	3
Sectoral Pattern	4
Type-of-NGO Pattern	5
Functional Pattern	6
Emerging Lessons of Experience	7
Channeling Financial Resources to NGO Through Bank Projects	7
Financing of NGO Subprojects	8
Engaging NGOs as Contractors or Executing Agencies	9
Preliminary Lessons in Funding NGOs in Bank Operations	10
Impact of Government and NGO Interrelationships on Project Success	11
Improving Government-NGO Relations	12
Public Policy Framework for NGOs	13
Experience with Associations of NGOs	14
Institutionalizing the Bank's Work with NGOs	15
III. POLICY DIALOGUE	17
Main Themes in the Bank-NGO Dialogue	18
Poverty	18
Environment	20
Popular Participation	22
NGO-World Bank Committee	23
Other Bank-NGO Fora	24
Development Education	25
ANNEXES	
1. Summary Descriptions of FY90 World Bank Financed Projects Involving NGOs	27
2. List of NGO-World Bank Committee Members	35

Executive Summary

1. This eighth annual progress report examines Bank-NGO cooperation in two broad areas: operational collaboration and policy dialogue.

OPERATIONAL COLLABORATION

2. Fifty of the 222 projects approved by the Bank's executive directors in FY90 had NGO involvement. Over the years, most NGO-associated projects have been in Africa, but the shares in Asia and Latin America and the Caribbean increased significantly in FY90. International NGOs used to predominate, but since FY88, nearly 80 percent of the types of NGOs involved have been either grassroots organizations or indigenous intermediary NGOs.

3. Implementation remained the most common functional category in FY90. NGO involvement in design has risen somewhat as a result of encouragement from Bank senior management; however, its incidence continues to be relatively low compared to implementation. There are several explanations, including: the lack of a financial mechanism whereby the Bank can directly fund upstream work by NGOs; the limited resources available for the staff-intensive work needed to engage NGOs; and continued resistance by many governments and NGOs to closer cooperation. Some preliminary lessons of experience have emerged regarding: (a) the channeling of financial resources to NGOs through Bank-financed projects, and (b) the impact which the Bank has had on government-NGO relations in a country.

4. NGOs seldom receive funding directly from the Bank; however, they can be indirect recipients of proceeds from Bank loans. Two situations are most common: (i) an NGO receives financing for an activity which it has developed and proposed to a government for funding, or (ii) an NGO is engaged by a government as a contractor or executing agency of a project designed mainly by that government. Bank-financed socio-economic development funds (SEDFs) are an increasingly common context for government funding of NGOs. Experience with SEDFs has revealed the importance of taking beneficiary participation into account in appraising NGO subprojects, and the need to target promotional activities directly to NGOs.

5. Obstacles encountered in the realm of government-NGO relations that have affected Bank-financed operations have included: rivalry between public agencies and NGOs for financial resources; difficulties in dealing with diverse and disparate NGO communities; and inappropriate public policies towards NGOs. Regarding the latter, the Bank has in some countries participated in discussions on public policy options that would contribute to an effective nonprofit, voluntary sector.

6. Relations among NGOs have also been shown to affect project effectiveness. National associations of NGOs have been involved in a number of Bank-financed operations. While results have been mixed, NGO associations have tended to be most effective when their role in a project is consistent with their overall mandate and areas of expertise and when they have had ample opportunity to prepare for participation.

7. The Bank has in the past few years initiated several mechanisms aimed at systematizing and institutionalizing its work with NGOs. In 1990, the Bank published a booklet called *How the World Bank Works with Nongovernmental Organizations*. A series of staff

training seminars on working with NGOs continued, with a new sector-specific emphasis. The Economic Development Institute began developing a three-year seminar program on the role of NGOs in development. A reciprocal exchange of staff between the Bank and an NGO was tried for the first time. EXTIE commissioned studies of some NGO-associated projects under implementation. The Bank's resident missions continued to play an important role in maintaining Bank-NGO relations at the country level.

POLICY DIALOGUE

8. The expansion of NGO involvement in Bank-financed operations has occurred against a backdrop of intensified policy discussion between NGOs and the Bank on three topics: poverty, environment, and popular participation.

9. The strategy for poverty reduction set out in the *World Development Report (WDR) 1990* provided a focal point for Bank-NGO discussion on poverty-related issues. The *WDR* affirms the role that NGOs play in poverty reduction. It recommends that official development assistance be focused on the recipient country's broad-based poverty reduction performance, a view which some NGOs have been advocating.

10. Many NGOs continue to be critical of the impact of Bank-supported adjustment programs on the poor. The Bank has for several years been concerned about mitigating the potential adverse effects of adjustment on the poor, while not agreeing with many of the assumptions underlying the NGOs' criticisms. Although many NGOs initially resisted the whole idea of adjustment, most have come to recognize that economic reforms are needed in hard-pressed developing countries.

11. Policy dialogue between the Bank and NGOs has been the most wide-ranging on environmental issues. The Bank has rapidly increased the attention which it gives to the environmental impact of the policies and projects it supports. It is taking steps to encourage the involvement of affected groups and local NGOs in the environmental assessment of projects. It is also currently revising its forest policy and has invited NGOs to contribute to this process. The Bank has sought NGOs' views on the Global Environment Facility (GEF). Some NGOs consider steps to date insufficient, however, and remain skeptical about the GEF.

12. Popular participation in development planning and decision-making straddles the concerns of both poverty and environmental NGOs and is becoming a prominent issue on the agendas of governments and donors as well. The NGO-World Bank Committee discussions in Bangkok in November 1989 revealed a surprising degree of agreement between Bank and NGO members on the importance of giving low-income people more of a say in development decisions. Committee members later agreed on a joint statement on popular participation. The Committee discussion helped set the stage for the launching of a modest Bank-wide program of action and learning on the issue of participation. The program will entail the establishment of a learning group on participation and in-depth study of some 20 exceptionally participatory Bank-financed projects.

13. The Bank's dialogue with NGOs is conducted in many fora, the most important of which is the NGO-World Bank Committee. The Committee held its tenth annual session in Washington on October 31-November 1, 1990. The agenda included updates on progress in Bank-NGO operational collaboration, the participation issue, and areas of agreement and disagreement regarding the broad outline of policies that promote development which is good for poor people and the environment.

14. The International Forum on World Bank and IMF Lending is another significant venue for Bank-NGO interaction. The Forum emerged from NGO protests at the Joint World Bank/International Monetary Fund Annual Meetings in Berlin in 1988. During the 1990 Annual Meetings, the Bank organized a series of seminars for Forum NGOs on such issues as the Bank's forest policy, environmental assessment, the *WDR 1990*, and the GEF.

15. The number of events in which substantive Bank-NGO interaction takes place grows each year. Perhaps the largest such meeting in 1990 was the World Conference on Education for All. A Bank-NGO meeting which was organized by the Bank's European Office in April 1990 in Bruges, Belgium, discussed Bank-NGO cooperation; environment and sustainable development; debt, aid and trade; structural adjustment; and the Bank's long-term perspectives study on sub-Saharan Africa.

16. The Bank undertakes some development education activities in industrialized countries, sometimes in cooperation with NGOs. It supports an "interdependence project" to show the importance of economic progress in developing countries to people in industrialized countries. It also produces instructional materials about development that are designed specifically for secondary and tertiary classroom use. The Bank's External Grants Program provides some financial assistance to NGOs for development education purposes.

I. Introduction

1. World Bank relations with nongovernmental organizations (NGOs) continued to deepen in 1990. Events both within and outside the Bank have helped set the stage for increased cooperation. Possibilities have expanded for NGOs to be involved in Bank-financed projects, as the Bank's borrowers are becoming more aware of what NGOs can contribute to national development. The emergence of democracies in some countries has also led to more favorable government attitudes towards citizens' groups. The challenge of meeting the needs of the world's poor, together with heightened urgency about global environmental degradation, have prompted the coming together of institutions of different types—NGOs, governments, and intergovernmental organizations—to find ways to protect, conserve, and develop the world's human and natural resources.

2. Operational collaboration remained the centerpiece of the Bank's work with NGOs in fiscal 1990 (FY90).¹ An additional 50 projects involving NGOs were approved, and some significant lessons have begun to emerge from the Bank's experience in the 314 NGO-associated projects identified between FY73 and FY90. Policy dialogue between the Bank and NGOs during the year was richer—in terms of frequency, depth, and significance—on issues related to poverty reduction, environmental assessment, and popular participation. Attention was given to improving systems which were put into place in previous years to bolster the Bank's work with NGOs, and increasing emphasis was placed on monitoring the quality of Bank-NGO interaction. Although much has been achieved in Bank-NGO cooperation to date, some constraints to further progress are noted in this report which may need to be addressed in the years to come.

3. This is the eighth annual progress report on Bank-NGO cooperation prepared by the Bank's central NGO office, now located in the International Economic Relations Division of the External Affairs Department (EXTIE) within the Policy, Research, and External Affairs (PRE) complex. (The previous report was issued on March 8, 1990.) This report is intended primarily to keep Bank executive directors abreast of progress and new developments in Bank-NGO cooperation in the last year. It also serves to keep Bank management and staff, NGO representatives, and other government officials informed. The report is divided into the two main areas of Bank-NGO cooperation: Operational Collaboration and Policy Dialogue.

II. Operational Collaboration

4. This section provides an update on patterns of Bank-NGO operational collaboration between FY73 and FY90—by region, sector, type of NGO, and function. It points to some emerging lessons from this experience, particularly with respect to funding for NGOs in Bank-supported operations and improving government-NGO relations, and to some apparent constraints to promoting closer Bank-NGO operational collaboration. Finally, it describes mechanisms established by the Bank to help institutionalize and improve the quality of Bank-NGO interaction.

¹ This report covers calendar year 1990. However, for comparison's sake, operational data were collected on the basis of the Bank's fiscal year (July 1989 through June 1990).

Patterns of Bank-NGO Operational Collaboration

5. The number of cases of NGO involvement in Bank-supported projects identified in FY90 continued the rapid expansion begun the year before. Fifty of the 222 projects approved by the Bank's executive directors in FY90 had NGO involvement, four more than in FY89 and 30 more than in FY88. Annex 1 provides summary descriptions of a sample of 12 of the NGO-associated projects approved in FY90.

6. Table 1 provides data on Bank-NGO collaboration from FY73 to FY90, emphasizing particularly the last three years of this period. In FY88, the Bank began a systematic effort to increase NGO involvement in its operations, and this involvement is now roughly three

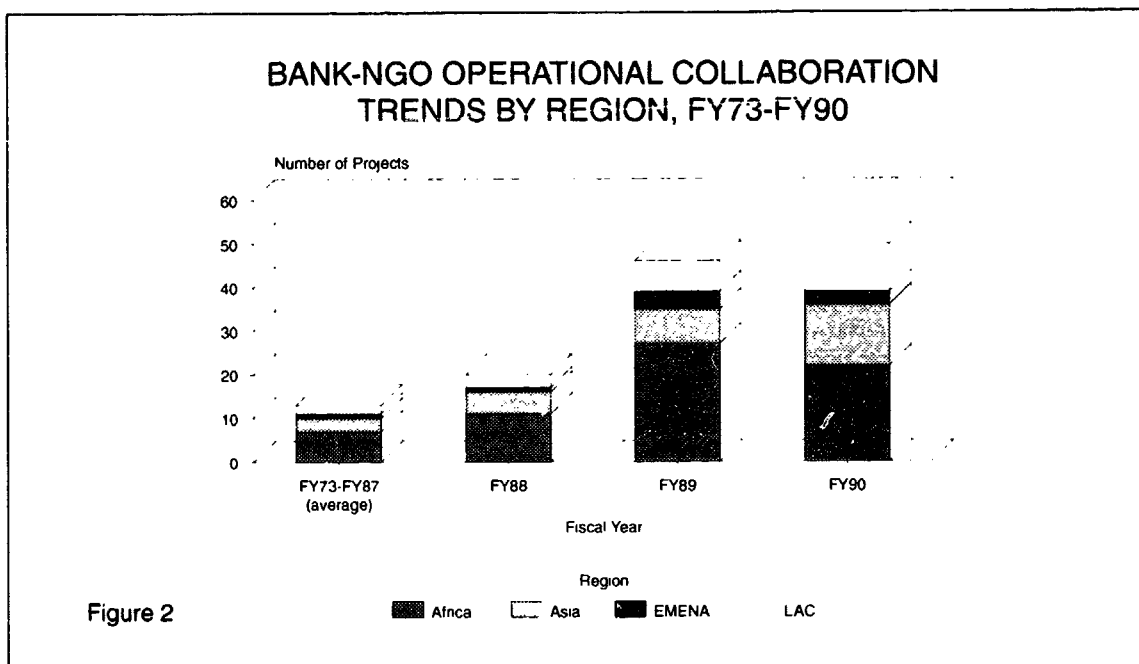
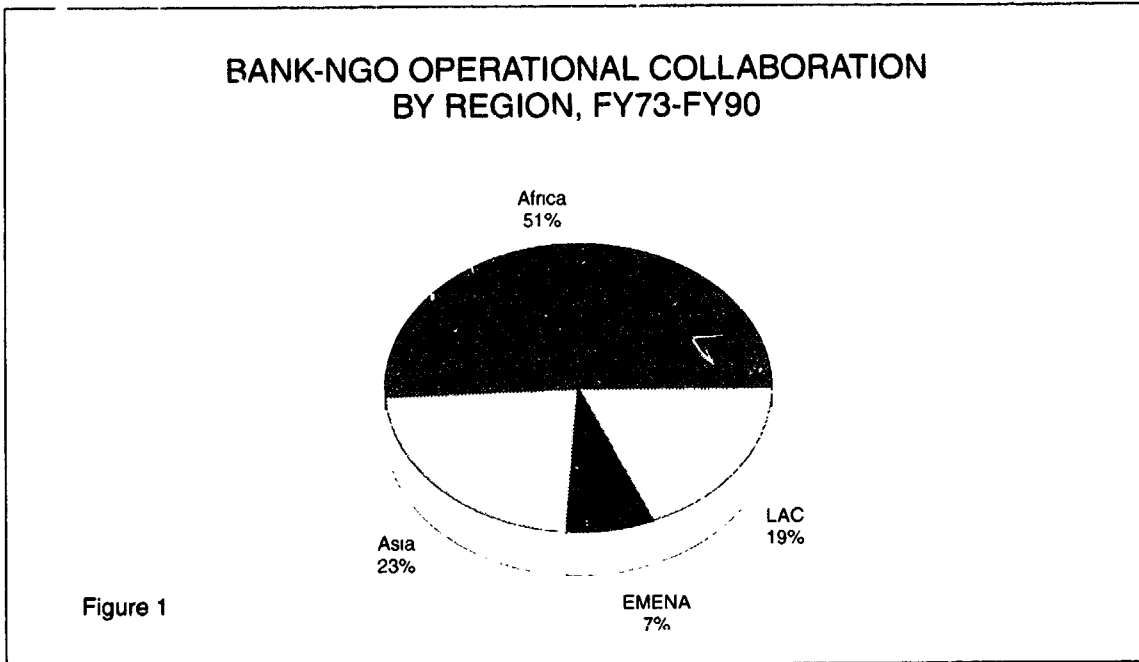
TABLE 1
PATTERNS IN WORLD BANK-NGO OPERATIONAL COLLABORATION:
FISCAL 1973 TO FISCAL 1990

REGIONS (No. of Projects)	FY73-FY87		FY88		FY89		FY90		Total FY73-FY90	
	No.	(%)	No.	(%)	No.	(%)	No.	(%)	No.	(%)
Africa	100	(50)	11	(55)	27	(59)	22	(44)	160	(51)
Asia	46	(23)	5	(25)	8	(17)	14	(28)	73	(23)
Europe, Mid. East & N. Africa	15	(8)	1	(5)	4	(9)	3	(6)	23	(7)
Latin America & Caribbean	37	(19)	3	(15)	7	(15)	11	(22)	58	(19)
TOTALS	198	(100)	20	(100)	46	(100)	50	(100)	314	(100)
SECTORS (No. of Projects)										
Adjustment-related	0	(0)	2	(10)	4	(9)	8	(16)	14	(5)
Agriculture/Rural Dev.	94	(48)	8	(40)	15	(33)	18	(36)	135	(43)
Education/Training	19	(10)	1	(5)	4	(9)	5	(10)	29	(9)
Environment	0	(0)	2	(10)	2	(4)	4	(8)	8	(3)
Industry/Energy	21	(10)	1	(5)	4	(9)	1	(2)	27	(9)
Infrastructure/Urban Dev.	41	(21)	0	(0)	8	(17)	5	(10)	54	(17)
Population/Health/Nutrition	21	(10)	5	(25)	7	(15)	9	(18)	42	(13)
Relief	2	(1)	1	(5)	2	(4)	0	(0)	5	(1)
TOTALS	198	(100)	20	(100)	46	(100)	50	(100)	314	(100)
TYPES OF NGOS (No. of NGOs)										
Grassroots	59	(26)	16	(62)	29	(41)	30	(42)	134	(34)
Indigenous Intermediary	70	(31)	5	(19)	28	(40)	26	(36)	129	(32)
International	99	(43)	5	(19)	13	(19)	16	(22)	133	(34)
TOTALS	228	(100)	26	(100)	70	(100)	72	(100)	396	(100)
FUNCTIONS (No. of Functions)										
Advice	71	(28)	4	(15)	7	(10)	7	(8)	89	(20)
Cofinancing	9	(4)	1	(4)	5	(7)	8	(10)	23	(5)
Design	31	(12)	2	(7)	11	(16)	19	(22)	63	(15)
Implementation	142	(56)	20	(74)	42	(59)	46	(54)	250	(57)
Monitoring & Evaluation	1	(0)	0	(0)	6	(8)	5	(6)	12	(3)
TOTALS	254	(100)	27	(100)	71	(100)	85	(100)	437	(100)

times what it was before. An average of 13 NGO-associated projects a year were approved between FY73 and FY87, while an average of 39 projects a year have been approved between FY88 and FY90.

(i) *Regional Pattern*

7. Figures 1 and 2 illustrate the regional distribution and trends in Bank-NGO operational collaboration since FY73. As in previous years, sub-Saharan Africa still had the largest share of projects involving NGOs in FY90 (44 percent), but the shares in Asia and Latin

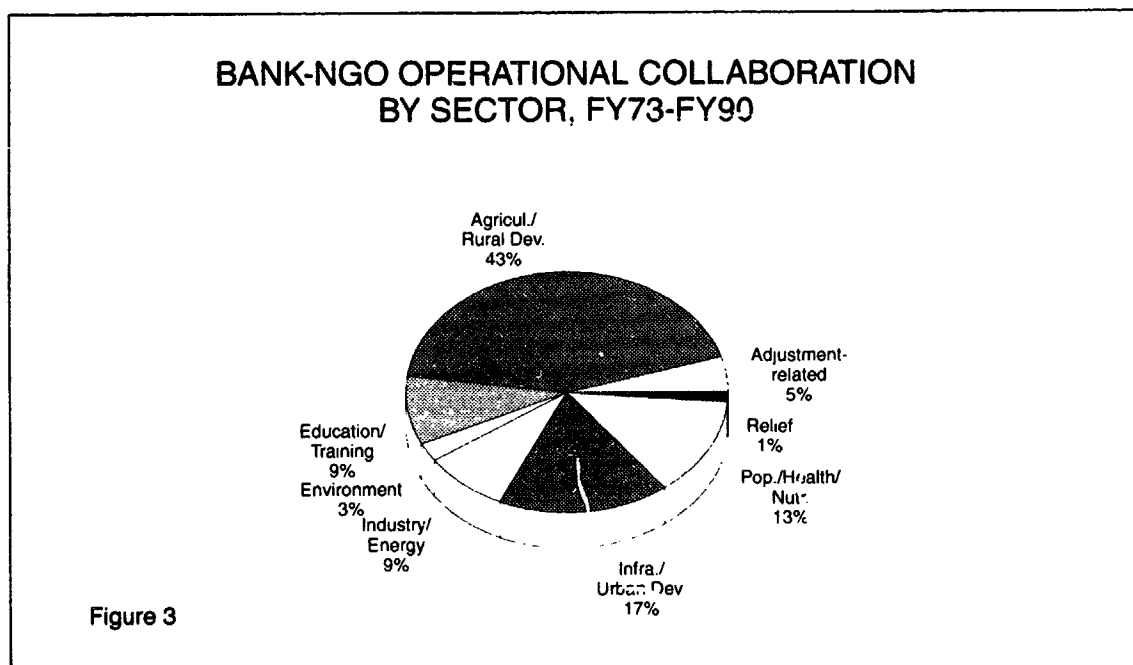


America and the Caribbean (LAC) increased significantly (from 17 percent to 28 percent and 15 percent to 22 percent, respectively, from FY89 to FY90). The share of projects in Europe, the Middle East, and North Africa (EMENA) remained low in FY90 (six percent), despite evidence of some growth in numbers of NGOs in Eastern and Central Europe recently.

8. There are several reasons for the continuing predominance of projects involving NGOs in Africa. Governments and economies are generally weak in Africa, and there is great reliance on a partnership with the nonprofit, nongovernmental "third sector" to fill gaps in services and financing. In addition, the Bank's portfolio in Africa coincides more than in other regions with areas in which NGOs tend to be active—for example, social sectors, small business development, and agriculture. The largest share of concessional financing from IDA² goes to Africa, and funding of NGOs by governments is apparently facilitated by the availability of financing on IDA rather than on IBRD terms.

(ii) Sectoral Pattern

9. Figure 3 shows the sectoral distribution of NGO-associated projects identified since FY73. The distribution in FY90 was similar to past patterns, albeit with some minor variations. Agriculture, with a 36 percent share in FY90, continued to account for, by far, the largest number of projects (double the next most common sector). Infrastructure/urban development, however, which accounts for 17 percent of all NGO projects since FY73, dropped to 10 percent in FY90. By contrast, the incidence of NGO involvement in population, health and nutrition (PHN) has steadily increased to 18 percent in FY90. Among the PHN projects approved in FY90 is The Gambia Women-in-Development Project, which is the Bank's first free-standing women-in-development project (see Annex 1). There was only one industry/energy project in FY90 that involved NGOs. NGO involvement in education/training has remained almost constant through the years at about 10 percent.



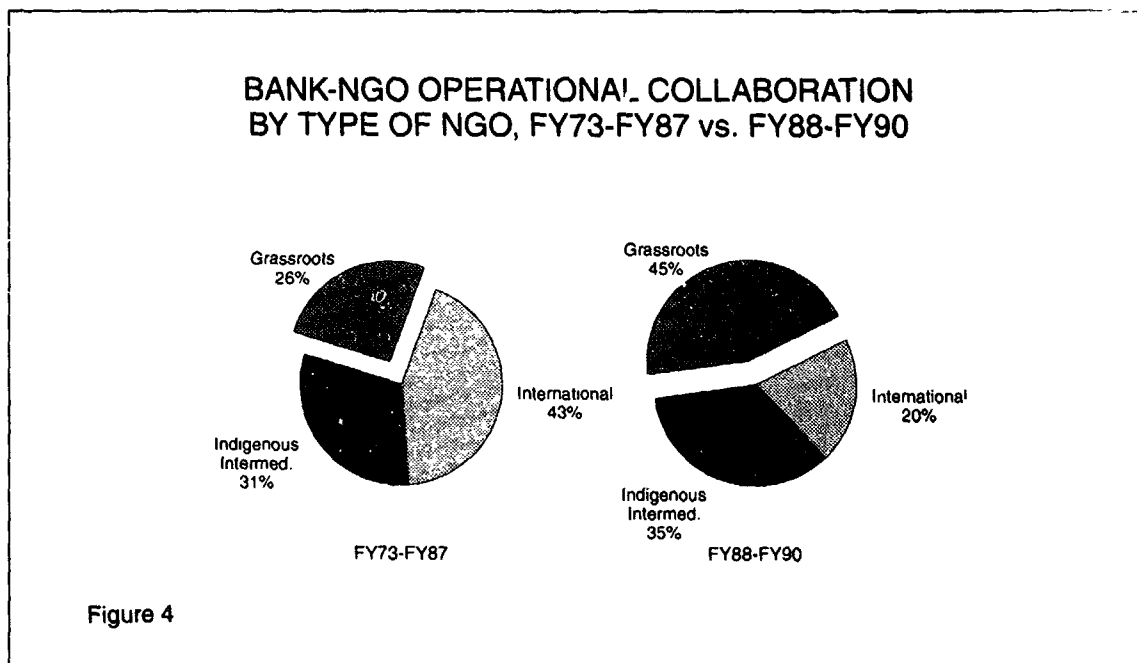
² The International Development Association (IDA) is the Bank's concessional lending affiliate.

10. Another noteworthy change is that the numbers of both adjustment-related (mainly multisectoral, social-dimensions-of-adjustment projects) and environment projects involving NGOs doubled from FY89 to FY90. It is possible that NGO involvement in these two sectors will continue to grow in much the same way that it has in PHN. Bank staff working in PHN since FY85 have become convinced that NGO involvement will enhance the development effectiveness of Bank-supported projects in that sector, and about one-fifth of the Bank's PHN projects presently involve NGOs. Staff working on environment and the social dimensions of adjustment are beginning to make similar efforts to engage NGOs in their projects.

(iii) *Type-of-NGO Pattern*

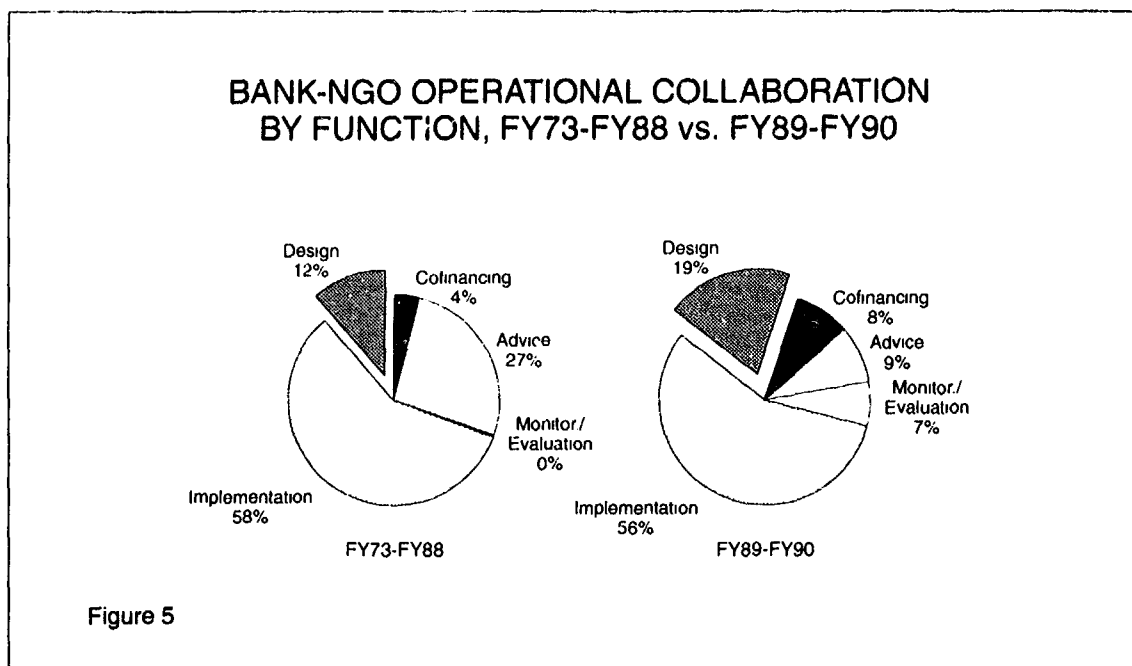
11. Regarding the types of NGOs, NGO-associated projects in FY90 continued the pattern of a year earlier of involving more grassroots groups (42 percent) and indigenous intermediary NGOs (36 percent) than international NGOs (22 percent). Each of the three different types of NGOs presently accounts for about a third of all NGO projects identified since FY73 (see Table 1).

12. International NGOs used to predominate, accounting for 43 percent of the projects from FY73 to FY87 (see Figure 4). However, beginning in FY88, that trend started to shift so that by FY90, nearly 80 percent of the NGOs involved were either grassroots groups (for example, water users' associations, farmers' clubs, women's groups, or cooperatives) or indigenous intermediary NGOs (national religious or voluntary organizations or locally registered international NGOs). The Bank has made a deliberate effort to seek out the involvement of local NGOs in its operations—for the grassroots knowledge and expertise that they can bring to the design and implementation of projects—and that may account for the shift in trend (para 15). International NGOs have strongly supported this initiative by the Bank.



(iv) *Functional Pattern*

13. Figure 5 shows trends in functional categories of projects involving NGOs since FY73. Implementation has through the years remained the most common category, accounting for 57 percent of the projects since FY73. Advice, cofinancing, and monitoring and evaluation have together occurred in about a quarter of the projects, and there was little change in this trend in FY90.



14. NGO involvement in design is rising somewhat (up to 22 percent in FY90 from 16 percent in FY89). And, of the FY90 projects in which NGOs were involved in design, it is noteworthy that mainly grassroots groups were included. Women's working groups, for example, are planning local project activities in the India Tamil Nadu Second Nutrition Project, and water users' associations are planning deep tubewell systems in the Nepal Third Bhairawa Lumbini Groundwater Irrigation Project (see Annex 1).

15. The Bank's senior management has encouraged staff to seek increased involvement of beneficiary groups and local NGOs in the design and planning of Bank-financed projects. This strategy recognizes that NGOs' insights can be as important to the Bank as their implementation capacity. The importance of involving groups of the poor in project planning is noted in the *World Development Report 1990* which points out that, "successful [poverty-focused] programs have usually involved the poor both at the design stage and during implementation."³ To further NGO involvement in project design, the Bank has for the last two years regularly updated a "List of World Bank Financed Projects with Potential for NGO Involvement" to inform NGOs about upcoming possibilities for collaboration. The Bank has also been mailing worldwide its "Monthly Operational Summary" to NGOs that request it (para. 48).

16. Nevertheless, notwithstanding the support of Bank senior management in this area, the data show that there continues to be a relatively low incidence of NGO

³ *World Development Report 1990* (Washington, D.C.: World Bank, June 1990), page 4.

involvement in design (in comparison to implementation, for example). There may be several explanations for this phenomenon. One obvious constraint is the lack of a financial mechanism through which the Bank can directly fund this kind of upstream activity by NGOs (para. 20). NGOs are used to financial assistance from grant-making institutions. They often find it difficult to bear the substantial prefinancing costs that are usually associated with the lengthy project preparation activities of large-scale projects. Another problem for the Bank is the limited time which it can devote to the relatively staff-intensive work involved in engaging NGOs. NGOs have not generally been strong on either coordination among themselves or self-evaluation. In addition, various communication channels among NGOs, government line agencies, and the Bank are sometimes weak or, worse, non-existent. These and other weaknesses make it difficult, time-consuming, and hence costly for Bank task managers to get a clear understanding of the diversity of NGOs and of what they are capable of offering operationally in a given situation. Finally, Bank staff continue to report that, for various reasons (para. 33), many member governments, and sometimes NGOs in those countries, remain resistant to promoting closer government-NGO cooperation and, hence, to the idea of involving NGOs in Bank-financed official projects. This attitude represents a clear disincentive to attempts to increase NGO involvement in Bank operations in those countries, particularly at the design stage.

Emerging Lessons of Experience

17. To promote closer Bank-NGO cooperation, part of the Bank's strategy over the last few years has been to work to increase the number of Bank-financed projects involving NGOs. With good results to report in this area, the Bank has, during the period covered by this report, begun to focus more on evaluating the effectiveness of increased NGO involvement in its operations. The Africa and Asia Regional Offices, for example, both conducted in-depth reviews of lessons of experience from Bank-NGO operational collaboration in their regions. The Social Dimensions of Adjustment (SDA) Division (now located in the Africa Technical Department) reviewed its experience with socio-economic development funds, with particular emphasis on involvement of NGOs. EXTIE is developing a more rigorous system of monitoring of a group of some 25 illustrative cases of collaboration (para. 53).

18. From these and other reviews, some preliminary lessons of experience can be drawn regarding effective NGO involvement in Bank operations. This report focuses on two topics which have emerged as particularly challenging issues for further progress in promoting closer Bank-NGO cooperation, namely: (i) mechanisms for channeling financial resources to NGOs through Bank-financed projects, and (ii) the impact which the Bank's presence has had on government-NGO relations and relations among NGOs in a country.

(i) Channeling Financial Resources to NGOs Through Bank Projects

19. The Bank is building a body of experience in channeling financial resources to NGOs in the context of the projects it finances, despite the lack of a direct funding mechanism for NGOs. The Bank's business is to make loans or credits to its developing-country member governments for project investments and for policy changes that contribute to economic growth, poverty reduction, and environmental protection. The Bank does not implement projects; this is the borrower's responsibility.

20. In this context, the Bank very seldom makes funding available *directly* to NGOs.⁴ But NGOs can be the indirect recipients of proceeds from Bank loans and credits. The Bank lends to a government which, in turn, may provide financing to NGOs. While there are a variety of situations in which involving, and hence funding, NGOs in Bank-financed projects make sense, two seem to be most common. In the first instance, an NGO receives financing for a project which it has itself developed and proposed to a government for funding (paras. 21–23). In the second, an NGO is engaged by a government, under a fee-for-services contract, as a contractor or executing agency of a component of a project that has been designed mainly by that government (para. 24). Both types of activity entail a contractual agreement between the government and NGO. In almost all cases, funding to an NGO is in grant form and is not meant to be repaid to the government.⁵ In such cases, the government may determine that the expected outcome of the NGO intervention (for example, more effective implementation or greater outreach to remote areas of the country, relative to government agencies' capacities) makes funding of the NGO activity worthwhile.

(a) Financing of NGO Subprojects

21. In the context of Bank-financed operations, governments have used several different mechanisms to channel Bank financing to NGO-designed subprojects. One is via the Bank's Project Preparation Facility (PPF). The normal PPF provides advance loan funding to help governments cover the costs of project preparation before a project is appraised. The Bank also maintains a Special Project Preparation Facility (SPPF) to fund the preparation of innovative projects in sub-Saharan Africa. Once a project materializes, these advances are added to the IDA credit or IBRD loan to be repaid by the government. Sometimes, governments have passed on proceeds from PPF, or SPPF, funding to NGOs that are engaged in project preparation activities. A PPF helped finance, for example, the pilot phase of the Cameroon Social Dimensions of Adjustment (SDA) Project, approved in FY90, during which NGOs were identified to participate in the promotion of income-generating subprojects (see Annex 1). In the Togo Grassroots Development Initiatives Project (GDIP), approved in FY89, a US\$500,000 SPPF contribution financed seven pilot NGO subprojects before the regular IDA-financed project was begun. Under the IDA project, the Government of Togo is providing US\$3 million in grants to fund community-based development projects designed and carried out by NGOs and project beneficiaries. In both the Cameroon and Togo cases, PPF funding proved to be a convenient mechanism of initial funding for NGOs before project monies began disbursing.

22. Another mechanism through which governments have channeled Bank financing to NGO subprojects is via "socio-economic development funds" (SEDFs). A SEDF is a

* There are a few exceptions wherein the Bank can fund NGOs directly. Consultant trust funds set up by the Bank's member governments have sometimes been tapped for NGOs. An NGO may also receive grant funding from one of the Bank's Special Grants Program, such as the program of support (US\$500,000 in FY90) to the International Planned Parenthood Federation and other NGOs to strengthen population NGOs in sub-Saharan Africa. The Bank's External Grants Program provided in FY90 about US\$400,000 to organizations (mainly NGOs) for activities that promote discussion and dissemination on timely development issues.

⁵ One exception wherein an NGO received proceeds of a Bank loan in *loan* form is the El Salvador Second Urban Development Project, approved in FY77. Under this project, the Government of El Salvador (GOES) on-lent funding from the Bank (of up to US\$6 million) to the Fundacion Salvadorena de Desarrollo y Vivienda Minima (FSDVM), a Salvadoran NGO that was the executing agency for a sites and services component. FSDVM is repaying the loan to the GOES over 30 years.

demand-driven, multisectoral fund that finances small, grassroots development sub-projects aimed at improving poor people's access to social services, employment opportunities, and income-generating assets. The funds established under the above-mentioned Cameroon SDA and Togo GDIP projects, for example, are types of SEDFs. The success of the Bolivia Emergency Social Fund (ESF), which in FY90 entered into its third incarnation as a "social investment fund" (see Annex 1), has made a number of other governments interested in developing SEDFs.⁶ Governments now often establish such funds in conjunction with economic recovery programs to help mitigate the effects of adjustment on poor, vulnerable populations. In almost all SEDFs supported by the Bank, NGO-designed and -implemented subprojects have been among those eligible to receive financing, along with government-sponsored subprojects. In some instances, such as the Togo GDIP, NGOs have also been involved in designing the SEDFs themselves and in the subproject selection process (para. 27).

23. SEDFs are multisectoral with respect to the subprojects they finance. Similar, *single-sector* financial mechanisms have also been incorporated into some Bank-financed projects. Perhaps the most noteworthy case in terms of fund size is the Brazil North East Rural Development Program, begun in the mid-1980s. Under a Support to Small Rural Communities component (SSRC) of the Program, the Government of Brazil is providing a total of US\$200 million in grant funds to NGOs and local communities, mainly via state government planning offices. Financed by ten Bank-financed projects, one for each of the ten northeast states of Brazil, the SSRC is financing small social infrastructure activities in predominantly rural areas in community development, water and sanitation, microindustry, and agricultural development. By contrast, one of the smallest grant programs provided for in a Bank-financed operation is in the Benin Health Services Development Project, approved in FY89. Under this project, the Government of Benin is providing grants of US\$10,000 to culturally relevant, traditional community organizations that promote developmental activities in hygiene education, safe motherhood, family planning, nutrition, self-help, and mutual credit.

(b) Engaging NGOs as Contractors or Executing Agencies

24. In the second most common situation in which NGOs receive funding in Bank-financed projects (para. 20), NGOs are engaged by borrowing governments as contractors or executing agencies of official project components. In such cases, the NGOs are paid for services rendered as set forth in a contractual agreement between the NGO and the government line agency responsible.⁷ This mechanism is often used in cases where an NGO will implement a government-designed program. It is also sometimes used when a government would like to introduce or expand an NGO-sponsored program in an area where government implementation capacity is weak. Under The Gambia WID project, for example, the Government has contracted with Gambia Women's Finance Trust, a Gambian affiliate of Women's World Banking, to organize and train traditional and village-level women's groups in improved savings practices and to facilitate the groups' access to regular banking channels. Under the Uganda Forestry Rehabilitation Project, approved in FY87, CARE

⁶ An ESF is designed as a temporary operation, generally with a central goal of employment generation during a period of economic crisis. An SIF is longer term, with goals including institutional support and meeting the most urgent social and economic needs of poor communities.

⁷ In the case of the El Salvador Second Urban Development Project, however, a project agreement was also signed between the NGO (FSDVM) and the Bank, since FSDVM was a beneficiary of the Bank loan.

(a U.S.-based NGO) is the executing agency for a farm forestry component which entails expanding its existing tree farming activities in the country. In this case, a combination of funding arrangements was used, including bilateral and NGO cofinancing. Besides the regular contractual agreement between the Government of Uganda and CARE for execution of the farm forestry component, the Government also advanced funds from the SPPF to CARE to enable it to carry on operations until the IDA credit became effective; DANIDA provided cofinancing through the Ugandan Ministry of Environment to CARE for vehicles and equipment; and CARE itself financed some administrative costs.

(c) Preliminary Lessons in Funding NGOs in Bank Operations

25. From experience to date, preliminary lessons are emerging regarding the conditions under which funding of NGOs in Bank-supported operations has been most effective. Most of the analysis pertains to SEDFs. The Bank's SDA Division, for example, prepared in FY90 an operational guideline on SEDFs based on experience in such countries as Bolivia, Cameroon, Guatemala, Guinea, and Sao Tome & Principe.⁸ The guideline notes that NGO involvement is critical for the success of a SEDF. The grassroots, demand-driven character of a SEDF makes it imperative that it has the trust and participation of beneficiary groups, and NGOs often have stronger links to poor communities than governments. The following conclusions are drawn from this analysis by SDA as well as from other research by EXTIE, the Operations Evaluation Department (OED), and some Bank operational departments on Bank-NGO collaboration.

26. One obvious conclusion is that it is generally best to work with NGOs with proven track records. NGOs are uneven in their strength, coverage, and ability to mobilize effectively large numbers of people. NGO performance in many Bank-supported projects has not met initial expectations or targets set for those projects. Past performance is thus an important factor in selecting an NGO subproject for financing or an NGO as contractor of a project component. On the other hand, a project can sometimes widen its impact and help build NGO capacity by careful attempts to engage inexperienced NGOs (perhaps by associating them with more experienced ones). The Bolivia ESF, for example, focused primarily on well-established NGOs, but it also discovered previously underestimated absorptive capacity among grassroots groups (para. 30).

27. Another lesson is that NGOs may usefully contribute to subproject appraisal and selection. For example, in the Togo GDIP, NGOs are serving along with government representatives on a steering committee which is responsible for approving subproject proposals and overseeing the overall program. NGO involvement at this level is warranted not just to channel their insights and expertise into subproject selection but also to ensure their continued participation in the funding program (para. 45).

28. Along these lines, yet another lesson relates to the need to take beneficiary participation into account in appraising NGO subprojects. Several reviews of completed projects by OED have found that strong beneficiary groups are important for the success and sustainability of many development projects. Experience has shown that this holds true particularly when a project has been designed to meet the needs of a specific group and when that group must actively cooperate (operate and maintain irrigation channels, for example, or pay user fees) to make the project work. Projects will more likely be sustainable if they have been generated by local grassroots groups and communities, so a SEDF should allow NGOs the time and personnel intensity that are often required in fostering

⁸ "Socio-Economic Development Funds: An Operational Guideline," World Bank (AFT), September 1990.

community participation. Special training and other outreach activities to assist NGOs and beneficiary groups in generating good proposals are often essential for the success of a SEDF. Subproject selection should look for indicators of strong beneficiary support for proposed interventions. In the Uganda Program for Alleviation of Poverty and Social Costs of Adjustment (PAFSCA) project, for example, one criterion for subproject selection under a fund to finance small-scale infrastructure interventions is that beneficiary communities must contribute up to 30 percent of the project costs, either in-kind (labor or basic materials) or in cash (see Annex 1).

29. A final lesson relates to the need for targeting more promotional activities to NGOs, to stimulate NGO interest in a SEDF and to obtain reliable estimates of potential NGO demand and absorptive capacity for additional financing. Many SEDFs have experienced a problem of low NGO demand in their initial stages. In the early stages of the Bolivia ESF, for example, NGO activity was lower than expected. One reason for this was the lack of publicity about the ESF targeted to the NGO community. Another reason was that some NGOs were skeptical of government intentions in inviting NGO participation in the ESF (para. 33). It was also discovered, however, that ESF developers had made overly optimistic estimations of NGO demand, expecting that there were many unfunded projects waiting and ready to be appraised. In reality, many of the first NGO subprojects submitted for funding were a long way from appraisal and had to be rejected on grounds that they were poorly conceived, inefficient, or technically unviable.

30. To increase NGO demand and build capacity, a "promotion unit" was set up to inform NGOs about the ESF and to help them develop viable subproject proposals. In the end, under ESFs I and II, over 900 NGO projects were financed totaling about US\$ 43 million (as of May 1990), representing roughly 30 percent of the total number of projects approved and 25 percent of total ESF resources available. Of that amount, grassroots organizations have demonstrated unexpected absorptive capacity, executing over \$10 million in ESF projects. The Guinea Socio-Economic Development Project, approved in FY89, has also experienced a similar case of low NGO demand, and a promotional and NGO strengthening effort is currently underway there.

31. The Brazil North East Rural Development Program suffered promotional problems of a different kind. In this case, rural workers' unions and cooperatives were subcontracted to do the outreach work, mainly because of their large memberships among the rural poor. But these organizations focused narrowly on their own constituents and generally proved to be inadequate in experience, staffing, and mandate to assist community groups in formulating subprojects. When other intermediary NGOs in Brazil were asked to assist, most declined because they had not been invited to participate in the upstream planning stages of the Program, and they disagreed with some of its aspects.

32. The main lesson regarding outreach to NGOs thus seems to be that effective promotional activities directed at NGOs must be incorporated in the design of SEDFs. "Promoters" should have credibility in the NGO community as well as the expertise to assist in subproject proposal preparation. Finally, as pointed out earlier in this report, one of the best ways to ensure effective NGO participation at a level consistent with the NGOs' capacities and interest is to invite involvement in the earliest possible stages of a project's conception.

(ii) *Impact of Government and NGO Interrelationships on Project Success*

33. Along with lessons regarding funding of NGOs in Bank-financed operations, the Bank's experience in SEDFs and other kinds of NGO-associated projects has also

demonstrated the importance to project success of taking into account the relationship between a government and NGOs in a country. This context can range from distrust to close collaboration. In many countries, a strong spirit of cooperation exists. In others, governments are suspicious of NGOs and their self-appointed roles as agents of change. Conflicts sometimes occur because governments and NGOs find themselves in political and economic competition. Many NGOs are reluctant to enter into contractual agreements which might mean increased government control over their internal affairs or limit their flexibility in executing projects effectively. Some NGOs are also suspicious about the Bank co-opting them for its own policy agenda.

34. Similarly, relations *among* NGOs have been shown to have a significant impact on the effectiveness of a project. In several countries, plans for a Bank-financed government-sponsored funding mechanism have revealed tensions, and added to competition, among NGOs. The Bank has begun to build a body of experience in working with associations of NGOs in some of the projects it supports.

35. The Bank works primarily with and for its 155 member governments. However, Bank staff are encouraged to seek the views and expertise of NGOs in project planning, preparation, and implementation, where this makes sense and the borrowing government concurs (para. 15). In some cases, borrowers have sought advice from the Bank on the most effective ways to promote government-NGO cooperation in their countries. Ultimately, it is the relationship between the government and NGOs (not the Bank and NGOs) that will determine the success and sustainability of NGO-associated projects. While there is still much to be learned in this area, some lessons are already emerging from the Bank's work in (a) helping promote better government-NGO relations, (b) developing public policies that favor an effective nonprofit, voluntary sector, and (c) working with NGO associations.

(a) Improving Government-NGO Relations

36. The NGO-associated projects approved in FY90 provide a few examples of ways in which some borrowing governments are seeking to improve relations with NGOs in their countries. Some projects, for example, institutionalize ongoing policy dialogue and collaboration between the government and NGOs concerned. In the Tanzania Health and Nutrition Project, the Tanzanian Council for Population and Development, which is charged with determining population policy, provides for representation by religious groups. In the Madagascar Environment project (see Annex 1), the National Association for Environmental Action, charged with financing the preparation, appraisal, and implementation of subprojects, plans to have a majority of NGOs on its board of directors (11 of 14 seats).

37. In addition, some of the FY90 projects recommend the legalization of NGOs to help ensure their effectiveness and enhance their status with governments. Legalization is a particularly significant institution-building step for hitherto informally structured grassroots groups. The *World Development Report 1990* on poverty notes that "local organizations are more likely to succeed if they are legally recognized by the central government and if the government provides support in the form of guidelines, training, and information systems."⁹ The India Integrated Watershed Development (Plains) Project and the Nepal Third Bhairawa Lumbini Groundwater Irrigation Project, both approved in FY90 (see Annex 1), provide for the legalization of grassroots groups. The India case encourages formalizing the legal status of users' groups to ensure their full participation in managing

⁹ *World Development Report 1990*, page 70.

nonarable lands. In the Nepal case, water users' associations (WUAs) are being given legal status for operation and maintenance of deep tubewells.

38. Although the training of NGOs by NGOs has been a regular feature of Bank-NGO operational collaboration, the training of *government personnel* by NGOs occurs less frequently. The Mexico Water, Women and Development Project, approved in FY89, provided for training of state government officials during project preparation by OEF International (a U.S.-based NGO). In the Chad Social Action Development Project, approved in FY90, the Association Française des Volontaires du Progrès (a French NGO) has been contracted to train instructors in the Ministry of Labor and Employment in microenterprise development (see Annex 1).

39. The above examples of efforts to bring government and NGOs closer together are difficult to arrange in countries where government-NGO relations are strained. Experience in the Bolivia ESF, however, illustrates ways in which, even in a negative environment, some of the difficulties between a government and NGOs can be overcome. When the ESF began, there was no established mechanism for bringing NGOs into a collaborative relationship with the government, and little trust existed between the two parties. To help build trust, the ESF adopted a policy of noninterference in the internal affairs of NGOs. The ESF operated in an efficient and transparent manner, which reassured NGOs that the fund would deal with them in a straightforward and professional manner. To minimize rivalry for funding between NGOs and line agencies, the ESF astutely adopted a neutral eligibility policy: all types of organizations would be eligible for financing, and projects would be appraised on a technical basis. This policy helped create a relatively healthy atmosphere of competition among public and private agencies to present technically sound projects. In the end, according to one review of NGO involvement in the Bolivia ESFs, one of the most important outcomes for NGOs has been "the maturing of a cooperative relationship with the government."¹⁰

(b) Public Policy Framework for NGOs

40. In some countries, the Bank has participated in discussions on public policy options that would contribute to an effective nonprofit, voluntary sector. In Bangladesh, for example, efforts to launch a foundation aimed at expanding the NGO contribution to poverty reduction in the country entailed discussion on prevailing government policies towards NGOs related to, among other things, registration procedures and approval processes for receiving external donor assistance. The Bank recognizes that governments have legitimate reasons for regulating the "NGO sector"—for example, to guard against pseudo-NGOs set up as tax shelters or to ensure the proper application of public funds. Upon review, however, many of the policies and practices in the Bangladesh situation were more complicated and onerous than necessary and amounted to over-regulation of NGOs. Although the Government chose not to pursue the Bank's offer to support the foundation, it has since simplified some of the regulations pertaining to NGOs.

41. The Bank is increasingly studying NGOs in the course of its analysis of country and sector issues and, hence, deepening its knowledge of the "NGO sector." For example, a Bank study completed in 1990 for the Government of Indonesia, which documents the remarkable progress Indonesia has made against poverty, urges more support for

¹⁰ "NGO's and the ESF" (draft), Julie VanDomelen (consultant), June 1990.

community initiative and NGOs.¹¹ (It is difficult to assess the effects of the Bank's dialogue with government officials, but government policy has become markedly more favorable towards NGOs in Indonesia.) Several sector reports undertaken by the Bank in 1990 also discuss the role of NGOs. An agricultural sector review for Nepal, for example, recommends strengthening the legal status of water users' associations (WUAs) (para. 37) and shifting emphasis away from new large irrigation schemes to existing, small- and medium-sized WUA-managed schemes.¹² A similar report on agriculture in Nigeria discusses increasing the role of farmers' service organizations (i.e., cooperatives and farmer associations) in input delivery systems in the country. The report notes that developing such organizations would entail well-diverted financial and technical support away from some moribund, state-owned input delivery systems, but also increased government regulation of the NGOs. The report cautions, however, that "excessive government intervention in the management of these institutions carries the risks of stifling the independence and dynamism of cooperatives."¹³

42. EXTIE is presently seeking funding for a comparative study on the interrelationships between public policies and NGOs. The results of this research should inform Bank staff about guidance to borrowers with regard to tax and other policies that directly shape the role of the NGO community in their countries' development. The study methodology has been tested in a preliminary way in India.¹⁴

(c) Experience with Associations of NGOs

43. Relations among NGOs have also had an impact on the effectiveness of some Bank-financed projects, particularly those in which the Bank and its borrowers have sought to involve national NGO associations as efficient means of reaching a diversity of NGOs in a country. The results of working with NGO associations have been mixed, as the following three summaries of experience in Bank-supported operations in Bolivia, Togo, and Guatemala demonstrate.

44. As noted earlier (para. 29), the Bolivia ESF originally experienced some difficulties in outreach to the NGO community. The ESF tried contracting with FENASONGS, an association of NGOs operating in the health sector, to promote a greater NGO response in social assistance projects. Unfortunately, FENASONGS was unable to deliver the 80 social sector subprojects as promised, partly due to a miscalculation of potential demand, but also because the timeframe of the contract did not take into account the time needed to foster community participation. In addition, FENASONGS had not had much experience in project preparation. FENASONGS eventually lost credibility as an interlocutor—among both the NGOs and in the ESF—when some of the subprojects proposed by its members were rejected by the ESF on technical grounds, and when some of its members submitted proposals directly to the ESF (not through FENASONGS) and received funding.

¹¹ "Indonesia: Poverty Assessment and Strategy Report" (gray cover), (Washington, D.C.: World Bank (AS5), May 1990).

¹² "Nepal Agricultural Sector Review" (gray cover), (Washington, D.C.: World Bank (AS1), March 1990).

¹³ "Nigeria Strategy for Agricultural Growth" (gray cover), (Washington, D.C.: World Bank (AF4), December 1989), page 72.

¹⁴ "Policy Impacts on the Nongovernmental Sector" (a research proposal from The Institute for Development Research to the World Bank), January 1990.

45. The Bank's experience with an NGO association in the pilot phase of the Togo GDIP was likewise difficult and illustrates the fragility of some NGO consortia. Some NGOs feel that the Bank moved too quickly to commit funds in this case, thereby leading to the demise of the, then, national Togolese association, CONGAT. Another contributing problem, however, was that CONGAT was not representative of the NGO population in Togo. In addition, CONGAT created conflicts within the NGO community when it sought to compete for funding for its own operational arm, CONGAT-Service, against other NGOs. When the government asked CONGAT to elect NGO representatives to serve on the subproject selection committee for the GDIP (para. 27), tensions mounted among the NGOs and the association was eventually dissolved. A new association, FONGTO, has since been established and took part in designing the regular GDIP.

46. Bank experience with an NGO association in Guatemala has been more positive. When the Government of Guatemala asked the Bank to help prepare a social investment fund (SIF), the Bank sought to ensure that NGOs were involved in the first steps. Previous attempts by the Government of Guatemala to work systematically with the NGO community had not been very successful. This time, ASINDES, the largest consortium of service and development NGOs in the country, was brought into the planning and negotiation process early as the primary NGO interlocutor. ASINDES sent a delegation of NGO staff and community-based leaders to Bolivia to review the ESF experience before the Bank sent its first mission to Guatemala to consider a SIF. Some tensions developed in the process of planning the SIF, stemming largely from personality conflicts and long-standing mistrust between NGOs and the government in this previously war-torn country. But overall, ASINDES has played a helpful, catalytic role in negotiating workable plans and gaining NGO interest in a SIF. The SIF negotiation process has provided NGOs their first major opportunity to have a direct input into national development policy.

47. Experience to date with NGO associations in Bank-supported projects thus seems to show that these organizations are most effective when their role in a project is consistent with their overall mandate and areas of expertise, and when they have had ample opportunity to prepare in advance for participation in an officially sponsored project. Strong NGO associations can help to formulate coherent policies among NGOs, promote exchange of information, and create a unified platform in negotiations with government and donors. Associations that are still in their formative stages, have confused missions, or do not have adequate resources may not be able to define a common voice representing all members. The Bolivia ESF experience did not go well primarily because FENASONGS tried to claim authority over its members and enter into previously untried operational areas. The Togo situation is an example of how a confused mission can cause trouble, particularly when outside forces provoke rapid change. The Guatemala case seems to have been more successful (although the SIF is not yet functioning), in large part because of ASINDES's organizational strengths. A U.S.-based NGO, PACT (Private Agencies Collaborating Together) provided helpful technical assistance to ASINDES in this process.

Institutionalizing the Bank's Work with NGOs

48. The Bank has in the past few years initiated several mechanisms aimed at systematizing and institutionalizing its work with NGOs. Some of these mechanisms have already been mentioned, such as the "List of World Bank-Financed Projects with Potential for NGO Involvement," which is now distributed to over 3,000 NGOs worldwide, and the "Monthly Operational Summary," which summarizes all future operations in the Bank's pipeline

and now also categorizes those projects which may have an adverse environmental and/or social impact (para. 15).

49. A number of the initiatives undertaken in 1990 sought not only to increase the quantity but also to improve the *quality* of Bank-NGO interaction. EXTIE published a booklet entitled *How the World Bank Works with Nongovernmental Organizations* aimed at better informing NGOs about Bank-NGO cooperation and providing detailed information about how to arrange collaboration. A "Sourcebook on Environmental Assessment", which will provide Bank staff with a "how-to" guide to environmental assessment, including consultation with affected communities and local NGOs, was prepared (still in draft).

50. A program of internal, staff training seminars on involving NGOs in Bank-supported projects was successfully launched in 1989 by EXTIE and the Bank's Training Division. Two more seminars in this series were offered in 1990. One in April provided an overview on Bank-NGO operational collaboration; the other in October had a new sector-specific emphasis, focusing on the role of NGOs in the environmental assessment process. Both had high attendance and excellent evaluations. Other staff training programs have also featured sessions about working with NGOs. For example, a sector seminar held in January 1990 for Bank staff working in population and human resources included a session on the "Growing Role of NGOs and Community Groups in the Social Sectors."

51. The Bank's Economic Development Institute (EDI) is getting more involved in training that relates to NGOs. For example, the Steering Committee of the NGO-World Bank Committee was invited to a workshop in June 1990 to help EDI conceptualize a three-year seminar program on the role of NGOs in development (financed by the Government of Japan). The workshop decided that the main objective of the program would be to promote, on a regional basis, a regular exchange of dialogue and experiences among planners and managers of various kinds of institutions (government, donor, and NGO) on the effective involvement of NGOs in development programs. In another EDI-sponsored program, a Cameroon-based, pan-African NGO—the Pan African Institute for Development—hosted in May-June 1990 the initial needs-assessment workshop of a "training-of-trainers" program aimed at building management capacity of African local organizations, particularly groups of women entrepreneurs.

52. The Bank has, in the past, sponsored special appointee assignments for NGO staff to advise it in areas in which NGOs have particular expertise, such as cooperative development and agricultural extension. For example, the Africa Regional Office (AFR), along with the NGO-Bank Committee, has been searching for an African NGO leader to be assigned to the SDA Division to liaise between the Bank and NGOs on issues related to the social costs of adjustment. A reciprocal exchange of staff, however—where the Bank also sends a staff member to an NGO—was tried for the first time in 1990. AFR and Save The Children Fund (SCF-UK) exchanged one staff member each for a three-month period. The Bank staff member involved helped revise SCF-UK's health policy towards developing countries. The SCF-UK staff member seconded to the Bank prepared country briefs for journalists and other papers for AFR on such topics as environmental issues in Africa and the work of British NGOs in Africa. At the end of her assignment, the SCF-UK staff member applauded the exchange as a unique vehicle for allowing the NGO voice to be heard in the Bank and Bank developments to be disseminated back to NGO fora. She recommended institutionalizing the program by creating a limited number of positions in Bank operational departments that would be permanently filled, but on a rotating basis, by staff of NGOs. AFR is continuing this experiment with SCF-UK and plans to exchange staff with other NGOs as well.

53. The Bank's knowledge about NGO involvement in its projects has depended mainly on reports by the Bank staff involved and on appraisal reports which are based on project plans. The Bank is getting more feedback on some projects from NGOs, and EXTIE has begun commissioning independent monitoring studies and concentrating more on projects already under implementation. For example, EXTIE contracted with PACT in 1990 to review and assess, together with ASINDES, the history of Bank-government-NGO interactions to date in preparing the Guatemala Social Investment Fund (para. 47). OEF-International is doing a similar review of its often frustrating experience with the Mexico women and water project (para. 38). Inside the Bank, in addition to promoting new initiatives, EXTIE is placing more emphasis on assessing the quality of ongoing cases of NGO involvement in Bank-financed operations. It is developing a more systematic methodology for monitoring and evaluating some 25 especially important cases of Bank-NGO collaboration and has also begun computerizing its data on NGO-associated projects to make this growing body of information more easily accessible.

54. The Bank's resident missions continue to play an important role in maintaining Bank-NGO relations at the country level. The majority of the resident missions in Africa, for example, report regular interactions with individual and umbrella NGOs; NGO inventories have been conducted in most of these countries; and some missions are beginning to organize seminars and workshops for NGOs.

55. The NGO Resource Center in EXTIE was greatly expanded and information retrieval enhanced in 1990. The NGO Profile Database now includes information on over 7,000 NGOs worldwide, and the NGO Directory Database includes over 400 NGO inventories and reports that are retrievable by country and sector. The Resource Center also contains a computerized roster of over 100 consultants specializing in NGO-related activities; a collection of 2,500 technical documents regarding NGO work in low-cost appropriate technologies; and organizational files for over 700 NGOs from 100 countries.

III. Policy Dialogue

56. The rapid expansion of NGO involvement in Bank-financed operations has occurred against a backdrop of intensified policy discussion between NGOs and the Bank. The Bank has come to appreciate exchanges of information, experience, and viewpoints with NGOs on development policy issues related to, in particular, the social and environmental aspects of development. Likewise, many NGOs in both developed and developing countries want to contribute their perspectives to influence the Bank's thinking. NGOs are becoming better organized into coalitions and networks, and their collective voice is consequently gaining greater notice in the Bank and among the Bank's borrowers.

57. This section summarizes areas of agreement and disagreement in the Bank-NGO dialogue on three main themes: (i) poverty, (ii) environment, and (iii) popular participation. It describes discussions in the NGO-World Bank Committee and highlights other significant fora in which the Bank and NGOs exchange views on development policy issues. It concludes with a look at Bank-NGO cooperation in development education.

Main Themes in the Bank-NGO Dialogue

(i) Poverty

58. The *World Development Report 1990* has provided a focal point for Bank-NGO discussion on poverty-related issues. It is about policies and practices which have proved effective in reducing poverty. It argues for countries to adopt poverty reduction strategies that both (a) promote the productive use of the poor's most abundant asset—labor—through policies that harness market incentives, social and political institutions, infrastructure, and technology; and (b) provide for basic social services to the poor, particularly in primary health, primary education, and family planning.¹⁵ In addition, the *WDR* affirms the important role which NGOs play in poverty reduction. It points, in particular, to NGO involvement in rural infrastructure and technology programs where local institutions can help mobilize labor as well as savings. It notes that successful poverty reduction programs have not relied exclusively on government agencies but employed a mix of institutions including NGOs, private operators, and local groups. It concludes that "flexible programs that involve the intended beneficiaries, build institutions, employ NGOs and local groups, and respond to local needs are the best ways of molding infrastructure, services, and technology to the needs of the poor."¹⁶

59. The *WDR* also recommends that official development assistance be focused on the recipient country's broad-based poverty reduction performance and overall commitment to social needs. Some NGOs, such as the Development Banks Assessment Network (DBAN) and RESULTS in the U.S. and the World Development Movement in the U.K., have also been encouraging greater emphasis on "poverty effort" in the allocation of IDA resources. This was a feature of the donor's agreement on the ninth replenishment of IDA (IDA-9), negotiated in 1990. In testimony before the U.S. Congress in March 1990, DBAN urged that within two years, 50 percent of IDA-eligible countries adopt national poverty eradication strategies and that those policies be developed through open consultation with popular and grassroots organizations. The Bank has argued that more official development assistance generally (not just IDA) should be focused on the poverty effort of recipient governments. At the Development Committee meeting in September 1990, finance ministers from the industrial countries also agreed to a review of bilateral aid programs from this point of view.

60. Some poverty-oriented NGOs, notably RESULTS, have urged increased Bank lending in such areas as primary education and primary health. In fact, the Bank is already committed to substantial expansion in both these subsectors. This commitment was reiterated in a response by President Conable to a letter from some 90 U.S. Congressmen, who had been spurred on by NGOs. Current projections are that Bank lending for primary health could reach five percent of total lending in three to four years, and lending for primary education is expected to be the largest single element in the Bank's growing education program. It is not the Bank's intention, however, to earmark a fixed percentage minimum for the share of Bank lending in these sectors. Addressing these basic poverty needs must ultimately be based on individual countries' needs and take into account the countries' own efforts as well as assistance provided by aid donors to these subsectors.

¹⁵ *World Development Report 1990*, page 3.

¹⁶ *World Development Report 1990*, page 73.

61. Many poverty-oriented NGOs continue to voice sharp criticisms of the impact of adjustment on the poor. NGOs on the NGO-Bank Committee, in their "NGO Working Group Position Paper" (presented at the 1989 Committee meeting in Bangkok, Thailand), argue that Bank-supported adjustment programs are too trade—and market-oriented, with too little attention to poverty, environment, and popular participation. Based on similar concerns about the social and environmental impacts of adjustment, DBAN has called for the Bank to reduce the share of adjustment lending to 10 percent of its lending. (At the time of this report, the share is 20–25 percent.)

62. The Bank has for several years been concerned about mitigating the potential adverse effects of adjustment on the poor, while not agreeing with many of the assumptions underlying the NGOs' criticisms of adjustment. The Bank's operational guideline for preparing adjustment loans and credits, in effect since 1987, requires paying particular attention to "the short-term impact of the adjustment program on the urban and rural poor and measures proposed to alleviate negative effects."¹⁷ Since July 1986, nearly every adjustment program supported by the Bank has contained components to address the long- or short-run social impact on the poor. For example, measures such as severance payments, resettlement to rural areas, public works, retraining, and credit schemes have been targeted to the newly unemployed. For the chronically poor, measures such as social expenditure reallocations, subsidized distribution of food, public works, retraining, nutrition, and credit schemes have been included. Such measures targeted to the poor complement the Bank's total program of country assistance, which includes sectoral investments in health, education, food security, agriculture, industry, energy, and infrastructure. While many NGOs initially resisted the whole idea of adjustment, most NGOs have come to recognize that economic reforms are needed in hard-pressed developing countries, and the Bank-NGO debate has shifted primarily to determining the appropriate design of adjustment programs and, beyond adjustment, how best to reduce poverty.

63. The Bank undertook in 1990 an evaluation of adjustment operations approved by the Bank's executive directors during the period FY79 to FY88.¹⁸ The report concluded that adjustment lending has been moderately successful in improving aggregate economic performance and that, on the average, countries receiving adjustment loans performed better than those that did not. The report contained a number of recommendations for strengthening the effectiveness of adjustment lending to promote and sustain the recovery of growth, while taking into account the social dimensions of adjustment. One such recommendation was that adjustment-lending operations be designed with the poverty consequences of policies firmly in mind. Another Bank review completed in 1990 concluded that the treatment of social impact issues in Bank-supported adjustment programs has been improving.¹⁹ It noted, however, that efforts to address social impact have mainly depended on targeted projects rather than on design changes in the adjustment programs themselves and that little analysis was available regarding the impact of a particular policy-mix on major subgroups of the poor.

¹⁷ World Bank Operational Manual Statement 2.01, Annex D1, November 1987, Page 1.

¹⁸ "Report on Adjustment Lending II: Policies for the Recovery of Growth" (Washington, D.C.: World Bank (CEC), March 1990).

¹⁹ "The Treatment of Social Impact in Adjustment Programs Supported by the World Bank" (Washington, D.C.: World Bank (PRD), July 1990).

(ii) *Environment*

64. Dialogue between the Bank and NGOs has been the most wide-ranging on environmental issues. Some of the discussions have been highly constructive; others have been less so. During the period covered by this report, environmental groups in the "Multilateral Development Banks (MDB) Campaign" continued their criticism of some projects financed by the Bank, such as the Brazil Polonoroeste and the India social forestry and Sardar Sarovar dam projects, that have had environmentally adverse impacts. Friends of the Earth-Japan and other NGOs apparently had a role in persuading the Government of Japan not to provide bilateral funding in 1990 for the Sardar Sarovar project. A number of single-issue environmental groups have, however, continued to criticize the Bank in ways which often are not constructive. For example, full-page advertisements from the U.S.-based Rainforest Action Network that were highly critical of the Bank (and the International Monetary Fund) appeared in the *New York Times* and *Wall Street Journal*. The Bank continues to try to clarify its position and to correct the misinformation contained in criticisms of this kind.

65. The Bank has rapidly increased the attention which it gives to the environmental impact of the policies and projects it supports. The Bank's first environmental annual report, issued in September 1990, provides a full accounting of the myriad ways in which the Bank is making a major contribution to the integration of environmental issues into all phases of development work. The report notes, for example, that about fifty percent of the 222 loans approved by the Bank in FY90—or 107 loans—contained environmental components. The Bank is doing pioneering work on the impact of economic policies on environmental problems, a level of analysis which few NGOs had previously considered. It has been announced that the 1992 *WDR* will focus on environment and development and will be issued prior to the major United Nations conference on this topic in June 1992.

66. The IDA-9 agreement further strengthens the Bank's resolve in the environment. It promotes several environmental initiatives for IDA lending, including, among other things, increased public access to information on specific IDA projects and programs; improvement and implementation of the Bank's Operational Directive on environmental assessment; debt-for-nature transactions; and increased lending for end-use energy efficiency, renewable energy programs, and least-cost energy planning in borrowing countries.

67. The Bank has tried to move quickly to institutionalize changes consistent with its new environmental policies, notably regarding the involvement of affected groups and local NGOs in the environmental assessment of projects. The Bank's new Operational Directive on environmental assessment (EA), adopted in October 1989, calls for consultation with affected groups and local NGOs early in the planning of all environmentally sensitive projects.²⁰ The Bank began in 1990 to disseminate a quarterly supplement to its "Monthly Operational Summary" to give NGOs and others advance information about those projects that will require EA. The Bank invited comments from NGOs on the EA directive and on a provisional draft of more detailed guidance to Bank staff on how to implement the public consultation aspect of the policy. It has distributed both documents widely to NGOs around the world that are active on Bank-related environmental issues. In addition, the

²⁰ "The Bank expects the borrower to take the views of affected groups and local nongovernmental organizations (NGOs) fully into account in project design and implementation, and in particular in the preparation of EAs." See World Bank Operational Directive 4.00, Annex A, October 1989, page 3.

Environment Division of the Africa Technical Department organized in June 1990 a brainstorming session with 12 representatives of African NGOs on how to make the new EA policy effective in Africa.

68. Most NGOs now recognize that the Bank has taken steps over the last few years to strengthen its work on environmental aspects of development. Some NGOs consider steps to date insufficient, however. They continue to press the Bank to adopt more open guidelines for public access to information and to promote much greater involvement of NGOs and local communities in the identification, preparation, and implementation of Bank-financed projects. And many environmental groups are calling for further reform, particularly in the Bank's forest and energy lending policies.

69. The Bank is committed to expanded lending for forests. Given the complex issues in this area, the Bank is preparing a new forest policy and is seeking NGO advice in its formulation. In this connection, many NGOs are particularly critical of the Tropical Forestry Action Plan (TFAP). The TFAP is a five-year, US\$8 billion program supported by the FAO, World Bank, UNDP, and the World Resources Institute that was intended to stop the depletion of the world's tropical forests by boosting investment in five areas: forestry in land use, forest-based development, fuelwood and energy, conservation and tropical forest ecosystems, and forestry institutions. Several recent studies of the TFAP, however—by NGOs and by an independent panel appointed by FAO which is administering the Plan—have identified severe shortcomings in the Plan's implementation. The Bank agrees with many of their criticisms, has some important criticisms of its own, and is committed to working towards a major revamping of the TFAP.

70. In another new environmental initiative, the Bank has been working with UNDP and UNEP to initiate the Global Environment Facility (GEF). The GEF will provide concessional funding for investment projects and related activities in developing countries that address global environmental concerns in four priority areas: depletion of the ozone layer, global warming, loss of ecological diversity, and pollution of international waters.²¹ Initial commitments to the GEF, which is expected to be operational by mid-1991, are estimated at US\$1 billion-1.5 billion. The Bank invited NGOs' comments on the proposed Fund in various fora, including a special session at the annual forum of InterAction (a consortium of over 100 U.S. private voluntary organizations) in April 1990 in Baltimore; a meeting in June 1990 at the Center for our Common Future in Geneva; and a seminar organized by the Bank for the International NGO Forum on World Bank and IMF Lending during the September 1990 annual meetings of the Bank and Fund. Procedures for working with NGOs and communities are being incorporated into plans for the GEF. Many environmental groups, particularly those affiliated with the International NGO Forum, remain skeptical, however, about the GEF, partly because they are critical of the Bank's past record in environment, but also because they are convinced that the Bank and other aid agencies could achieve many of the GEF's same objectives under the framework of existing programs.

71. Washington-based environmental groups and the Bank's Environment Department discussed the possibility of setting up an NGO advisory group on environmental issues to provide a routine mechanism for consultation between the Bank and an international group of NGOs interested in environment. This group might be established, for example, as an expanded subcommittee of the NGO-Bank Committee. The

²¹ Also known as the "Green Fund," the GEF was first proposed by donor countries at the Bank/Fund Annual Meetings in September 1989. The Bank will be the administrator of the Facility, and UNDP and UNEP will provide technical and strategic planning assistance, respectively.

International NGO Forum on World Bank and IMF Lending (see para. 82) concluded, however, that the establishment of such a group would be premature. It suggested other mechanisms for consulting with NGOs instead, including possibly setting up a subcommittee on communication and consultation between the Bank and NGOs.

(iii) *Popular Participation*

72. Popular participation in development planning and decision-making has been a key topic of discussion in the NGO-World Bank Committee and other fora for a year or more. The issue straddles the concerns of both poverty and environmental NGOs and is becoming more prominent on donors' agendas as well. It is also closely linked to the need to get relevant information about proposed interventions to people who have a "need to know"—that is, the affected communities—so that these people can contribute to and make informed decisions about factors affecting their lives.

73. Access-to-information and popular participation were discussion items at the November 1988 meeting of the NGO-Bank Committee in Washington, and the Bank followed up this meeting with revisions in its own information disclosure policies. Popular participation was again prominent on the Committee's agenda at its meeting in November 1989 in Bangkok. Meanwhile, the Economic Commission for Africa organized in February 1990 in Arusha, Tanzania a major NGO-oriented conference on participation. The OECD Development Assistance Committee has also made participation a priority theme of its activities in late 1990 and beyond. The Bank has come to recognize that popular participation is needed to reduce the environmental and social costs which large infrastructure projects may entail. Participation is a significant feature of the Bank's new policy on environmental assessment (para. 67) and was also one of the initiatives promoted for IDA lending in the donors' agreement on IDA-9.

74. The NGO-Bank Committee discussions in Bangkok revealed a considerable degree of agreement between Bank and NGO members on the importance, and complexity, of giving low-income people more of a say in development decisions. Committee members later agreed on a joint statement on popular participation. The statement summarizes motives for promoting participation, the types of institutions involved, situations in which participation is most important, and lessons from NGO and World Bank experience. It then suggests proposals for possible follow-up action which the Bank might pursue by itself and together with NGOs and governments. Among the actions mentioned for possible follow-up by the Bank are: research and discussion on experience with popular participation; continued promotion of effective government-NGO relations, including NGO involvement in the planning of projects and public policies that encourage NGOs; effective implementation of the Bank's new environmental assessment policy; appropriate modifications in the Bank's operational directives; and development of some projects which are models for popular participation in large-scale official programs. Proposed follow-up by NGOs might include: (a) regional and country-level initiatives to encourage and guide NGO engagement with the Bank and governments on policy issues, project design and implementation, environmental assessment, and the development of model participatory projects; and (b) further discussion of participation in the Committee, now including environmental assessment and the possibility of a parallel process of social audit.

75. The dialogue in the NGO-Bank Committee over the past couple years helped set the stage for the launching of a modest program of action and learning in the Bank on the issue of popular participation in development decisions. The Bank's External Affairs

Department, in close collaboration with the Central Operations Department, will be leading the program. The program will entail (a) continued attention to the participatory aspects of environmental assessment and the Bank's work with NGOs, (b) selective review of how relevant Bank guidelines are being implemented and attention to the treatment of participation in new operational directives, and (c) a Bank-wide learning process on participation. A learning group of PRE and Operations staff is being set up, and the Bank's Regional Offices are identifying about 20 exceptionally participatory projects for in-depth study by the learning group. The group will draw on analytical work on participation being done in various parts of the Bank and in other agencies. The group will report to Bank management after 18 months, and again after three years, focusing on ways in which the Bank may need to modify its operational practices to encourage popular participation more widely in appropriate Bank-financed activities.

NGO-World Bank Committee

76. The Bank's dialogue with NGOs is conducted in many fora. The most important forum—in terms of longevity as well as breadth and depth of the consultation—has been the NGO-World Bank Committee. Formed in 1982, the Committee provides a formal, international forum for policy discussions between senior Bank managers and 26 NGO leaders from around the world. Annex 2 lists present Bank and NGO Committee members. NGO membership rotates via annual elections organized by the NGOs themselves.

77. The Committee held its tenth annual meeting at Bank headquarters in Washington, D.C. on October 31-November 1, 1990. (A discussion draft of this progress report was presented to the Committee for comment.) The meeting attracted more observers than ever before, from official agencies (UNDP, ILO, IDB, IMF, ECE, and the Dutch government) and NGOs (mostly U.S. private voluntary organizations, but also two European groups and one from Central America). Sessions with Bank executive directors are fast becoming a Committee tradition for meetings held in Washington. At the 1988 meeting, the Committee met with two executive directors from developing countries. At the 1990 meeting, a special session was held with the U.S. executive director.

78. Discussions during the two-day 1990 meeting centered on both old and new agenda items for the Committee. Update reports were given on progress in several ongoing areas of discussion, including the Japanese-financed EDI program to strengthen the capacity of NGOs (para. 51); the issue of direct Bank funding for NGOs; and the question of popular participation. Regarding the latter item, the Committee was informed on the various ways in which the Bank is pursuing the participation issue, especially regarding senior management's decision to launch a Bank-wide learning program (para. 75). The Committee also returned to the question of differences that exist between the Bank and Committee NGOs on broad issues of development policy, a debate that began in earnest at the previous year's Committee meeting in Bangkok with the presentation of the "NGO Working Group Position Paper" (para. 61) and the Bank's subsequent response. John Clark of OXFAM-UK presented a paper to the Committee which urged the Bank, among other things, to be more supportive of popular empowerment and agrarian reform and more outspoken about the need for adjustment in industrial countries. The paper noted, however, that the Bank and NGOs agree on many points. The Committee plans to develop a joint statement that summarizes more precisely where the Bank and Committee NGOs tend to agree and disagree on the broad outlines of development policy.

79. Regarding new agenda items, the Committee for the first time discussed the Bank's *World Development Reports*. It focused, in particular, on the *WDR 1990* on poverty but also explored ways to get more NGO input into upcoming *WDRs* (particularly the *WDR 1992* which will focus on the environment). Committee NGOs also introduced the idea of pursuing the theme of "social audit" in future Committee meetings. Social audit is a concept similar to environmental assessment and means more attention to the social aspects of development in the appraisal, supervision, and evaluation of projects. The Bank and the Centre de Recherche et d'Information pour le Développement (CRID), a Committee NGO that is a consortium of French research-oriented NGOs, cosponsored a seminar on social audit in Paris in October 1990.

80. Committee NGOs work between meetings to communicate the Committee's experience to their own constituencies and to consult with other NGOs on Bank-related issues. For example, Caritas Internationalis (the largest network of Roman Catholic social welfare and development agencies) has developed a program to brief its member agencies at the national level about the Bank and issues discussed in the NGO-Bank Committee. OXFAM-UK has prepared a guide for its field offices on how to work with the Bank. NOVIB, a Dutch NGO which funds some 800 NGOs in developing countries, has offered to help some of those NGOs to engage critically in the planning of selected Bank-financed projects (for example, environmental assessment Category A projects). In addition, the NGOs have widely disseminated the "Position Paper" they adopted in Bangkok, along with the Bank's response. The two papers, which have now been translated into French, Spanish, and Japanese, have been distributed at NGO meetings, advertised in NGO newsletters, and published in magazines such as *Lok Niti*, the journal of the Asian NGO Coalition in the Philippines; *Transnational Associations*, the journal of the Union of International Associations in Belgium; and *Trocaire Development Review*, an Irish development journal.

81. The Bank encourages channeling information about the Committee to the broader NGO community and has, in some instances, provided financial assistance to help this effort. The Conseil des Organisations Non-Gouvernementales d'Appui au Développement, a Senegalese NGO member, was provided modest financing by EXTIE to undertake a special effort to inform non-Committee African NGOs about the Committee's work. The national NGO-Bank liaison committee set up in India has also been assisted financially by the Bank. CRID organized a seminar for French NGOs on "Servicing Debt or Financing Development?" held in Paris in September 1990, for which it received a grant from the Bank's External Grants Program.

Other Bank-NGO Fora

82. The International Forum on World Bank and IMF Lending is another significant venue for Bank-NGO interaction on selected issues. The Forum is a new NGO network emerging from protests around the Annual Bank/Fund Meetings in Berlin in 1988. Next to the NGO-Bank Committee, it provides the next most visible opportunity for international Bank-NGO dialogue. The Forum is trying to build a coalition between environmental and social justice activists that are critical of the Bretton Woods Institutions. Several members of the NGO-Bank Committee participate in the Forum. The Forum's organizers brought more developing-country NGOs to the 1990 Bank/Fund Annual Meetings and limited participation by industrial-country NGOs. They published two booklets and several issues of a newsletter, all sharply critical of the Bank. In order to promote a more informed basis for dialogue with Forum NGOs, the Bank organized, during the Meetings, a parallel series of seminars on the Bank's forest policy, environmental assessment, the *WDR*

1990, the GEF, and the suggestion of a Bank-NGO advisory group on environmental issues (para. 71).

83. There is often a lack of understanding among NGOs of the Bank's policies and practices, and Bank staff also often fail to understand NGO views and the reasons for them. The Bank believes that it is important to engage NGOs in productive exchanges of views, as that would ultimately benefit poor people in developing countries. Seminars and conferences provide valuable opportunities for the exchange of ideas and views, and the number of such events in which substantive Bank-NGO interaction takes place grows each year. Bank staff attend NGO-organized meetings; NGO representatives participate in Bank-sponsored events; and both are often represented at meetings convened by bilateral and multilateral agencies. A description of three such meetings which the Bank itself organized in 1990 is provided below to give a flavor of this form of Bank-NGO policy interaction.

84. Perhaps the largest meeting in 1990 in terms of the number of NGOs participating was the World Conference on Education for All, which was convened in Jomtien, Thailand in March 1990 by the Bank, UNDP, UNESCO, and UNICEF. The Conference launched a global undertaking to affirm the right to education and to commit all parties to act in partnership to meet the basic learning needs of all children, youth, and adults. In his address to the Conference, the Bank's president renewed the Bank's commitment to education as an instrument of human development and pledged to expand the Bank's educational lending significantly over the following three years. NGOs were heavily involved in preparations for the meeting, and some 125 NGOs from around the world attended as full delegates. Since the Conference, NGOs met with representatives of the four sponsoring agencies in July 1990 in Paris to explore establishing a global Education For All NGO network which would aim at exchanging information, facilitating maximum consultation, and sustaining commitment to partnerships in EFA within the NGO community.

85. The Bank's European Office in Paris has long organized seminars for European NGOs to keep them informed about the Bank's work and get their feedback on new initiatives. One such meeting was held in April 1990 in Bruges, Belgium for NGOs based in Belgium, The Netherlands, and Luxembourg. Among the topics discussed were: Bank-NGO cooperation; environment and sustainable development; debt, aid and trade; structural adjustment; and the Bank's long-term perspectives study on sub-Saharan Africa. Nineteen NGO representatives and eight Bank staff participated.

86. The Bank's Working Group on Women and Credit (WGWC), which is co-organized by the Bank's WID Department and Industry Development Division, is an informal group of Bank staff interested in examining women and credit issues. The WGWC held a seminar at Bank headquarters in April 1990 on expanding income-generating opportunities for women in developing countries, based on the July 1989 issue of the journal, *World Development*, devoted to the same subject. Among the invited speakers were representatives of several NGOs, including Accion International, The Center for Community Self-Help, and the Ford Foundation. Some 100 people attended the seminar from other NGOs, the Bank, USAID, ILO, universities, and other institutions.

Development Education

87. Many NGOs seek to increase the understanding and support of the general public on international development issues. Just as NGOs can be effective in reaching the grassroots in developing countries, many also have far-reaching channels of communication among the citizenry of industrialized countries. The Bank has a much more limited

development education outreach, but sometimes works with NGOs. Its contribution to development education stems mainly from its nearly unrivaled collection of data on most dimensions of socio-economic development.

88. The Information and Public Affairs Division of the Bank's External Affairs Department supports an "interdependence project" which aims at showing the importance of economic progress in developing countries to people in industrialized countries. In collaboration with the Panos Institute, a seminar guide was prepared in 1990 which has helped several U.S.-based NGOs such as the Global Tomorrow Coalition, the National Council of Returned Peace Corps Volunteers, and the National Governors' Association to tailor interdependence education programs to their own audiences. The Bank's Publications Department produces instructional materials about development designed specifically for secondary and tertiary classroom use. For example, the Bank issued in 1990 its third poster kit on gross national product per capita as part of its series of posters on "Measures of Progress."

89. The External Grants Program (see footnote 4) provides modest support for development education activities. While various activities assisted by the Program have public information elements, grants for purely development education purposes went in FY90 to the Asian Forum of Environmental Journalists (Nepal), Environmental Problems Foundation of Turkey, Japanese NGO Center for International Cooperation, and One World Broadcasting Trust (U.K.). The two grants to developing-country NGOs supported programs on environmental education.

Summary Descriptions of FY90 World Bank-Financed Projects Involving NGOs

I. ADJUSTMENT-RELATED

BOLIVIA: Social Investment Fund Project (1991–94)

1. The project, which follows on the Emergency Social Fund (ESF) I and II projects, will support the initial phase (1990–93) of the Social Investment Fund (SIF) Program with a view to assisting the Government in its effort to improve the coverage and quality of basic services in the health and education sectors. One of the lessons of ESF is the large role played by NGOs in the health and education sectors which underscores the value of building and establishing links with nongovernmental agencies. It was ESF's reliance on NGOs that made possible the rapid identification of hundreds of small projects. SIF will also contribute to the Government's ongoing effort to strengthen the project-executing capacity of public institutions. One of the principal mechanisms to achieve this objective is to devolve increased responsibility to local governments and NGOs.

2. Under the project, the Government will establish a US \$40 million annual grant financing facility for SIF subprojects. The project also provides for an SIF institutional development component and an ESF training program. Health sector subprojects include, for example, construction, repair, and expansion of facilities for day care and nutrition centers, school meal programs, installation of basic water supply and sanitation infrastructure, and so on. Education subprojects could include construction of primary school buildings and expansion of library facilities. NGOs will be one kind of institution eligible to receive financing and participate in subproject implementation.

3. The SIF will collaborate with existing networks of NGOs, such as the ASONGS (Asociación de Organizaciones No Gubernamentales—a regional NGO network), to avoid the duplication of activities and effort that has occurred among NGOs operating in the same geographical area. To expand coverage in regions where there are no institutions to serve as requesting agencies, SIF will provide funds for institutional support (linked to a subproject proposal) to existing organizations operating nearest to the area, such as NGOs.

REPUBLIC OF CAMEROON: Social Dimensions of Adjustment Project (1991–96)

4. The project is a part of Cameroon's structural adjustment program and aims at supporting the Government in the implementation of its poverty reduction strategy by a variety of interventions in human resources, employment, micro-enterprises and institutional development. NGOs will be involved in components for population, employment, women-in-development (WID) and community development.

5. The population component includes an action program to strengthen and expand family planning services provided through Government and NGO programs. It includes assistance for direct service delivery, supplies, information and education, and training workshops and seminars for promoting safe motherhood and regulating fertility. Under this component, USAID, which is cofinancing the project, will provide US\$500,000 in direct grants to CARE and Save the Children Federation, both U.S.-based NGOs.

6. Under the employment component, the Cameroon Opportunities Industrialization Center (COIC), an independent training center established with the support of U.S.-based OIC, will be provided support to develop its training programs. Specifically, COIC will, in the first two years, concentrate on consolidating its existing training facility and adding training courses in simple business practices. In the third year, COIC will open a new training center. COIC will receive US\$4 million total under the project, of which US\$3 million will be financed through a grant from USAID and the balance through a World Bank loan. Other NGOs capable of providing relevant training, such as APICA and the Pan-African Development Institute, may also be given institutional support. Also under the employment component, a microenterprise support program will extend financial support on a grant basis to NGOs and other organizations that provide training and/or advisory services to start or expand microenterprises.

7. In the WID component, NGOs will participate in an already existing interdisciplinary task force to formulate an operational strategy for the execution and monitoring of the multisectoral WID strategy and action plan. The project will provide assistance to rural women's groups in formulating and managing small projects. In the community development component, financial assistance to NGOs and community groups will be provided for (i) small-scale social infrastructure subprojects benefitting the community; (ii) social services for the community in the areas of hygiene, health, education, training, and nutrition; (iii) training and management support in simple business skills; and (iv) small-scale income-generating activities.

THE REPUBLIC OF CHAD: Social Development Action Project (1990-95)

8. The Social Development Action (SDA) Project is part of a larger social action program by the Government aimed at meeting certain basic needs of the population as part of the adjustment process in Chad. The project's main aims are to (i) stimulate employment generation by increasing access to training facilities and productive assets for poor and/or unemployed people; (ii) improve health and living conditions of disadvantaged groups; and (iii) reinforce the Government's institutional capacity to design and monitor programs to improve social conditions.

9. NGOs will be mainly involved in the employment generation component, providing credit assistance and management support as well as technical assistance for microenterprises. Volunteers in Technical Assistance (VITA), a U.S.-based NGO, is already working in a USAID-funded scheme to train staff of the Ministry of Commerce and Industry in the management of a credit assistance program for microenterprises. Under the SDA project's credit assistance and management support subcomponent, VITA will be under contract with the Ministry of Planning and Cooperation to manage a line of credit funded by IDA under this project (gross credit commitments would amount to US\$1.6 million) and to provide long- and short-term technical assistance to promote a microcredit program and general marketing for microenterprises. Under the technical assistance for microenterprises subcomponent, the Association Française des Volontaires du Progrès, a French NGO, will train three instructors to be part of the unit in the Ministry of Labor and Employment charged with implementation and supervision of this subcomponent.

10. Also, in an urban infrastructure component of the SDA project, the Association Française pour la Lutte Contre La Faim, a French NGO, will work to sensitize communities in urban hygiene and provide training in waste collection and disposal. In addition, NGOs will be involved in training small artisans in producing construction materials such as bricks and mortar.

THE REPUBLIC OF UGANDA: Alleviation of Poverty and the Social Costs of Adjustment Project (1990–95)

11. The Program for the Alleviation of Poverty and the Social Costs of Adjustment (PAPSCA) is designed to address some of Uganda's most pressing short-term social concerns so that the benefits of the Economic Recovery Program are widely spread. In order to address the urgent multi-sectoral needs of the most vulnerable groups, the US\$106 million program, which consists of 19 components, will rely heavily on local communities and NGOs for its implementation. NGOs were involved in the formulation of the program while serving on a task force consisting also of representatives of the World Bank, UNICEF, USAID, Makerere University, and government ministries; they will also provide some co-financing.

12. In the small-scale infrastructure component, Action Aid, a U.K.-based NGO, will assist Resistance Committees (RCs), which are the most active organizational unit in the rural areas from the village to the district level, with preparing proposals for funding of sub-projects such as construction of wells, rehabilitation of primary schools and health centers, and rehabilitation and maintenance of minor community access roads. Through the District Development Committee (DDC), responsible for coordinating and monitoring the project, Action Aid will participate in the coordination and monitoring of the component. Specifically, Action Aid would help improve the monitoring capacity of the DDC, assist the RCs with the preparation, design, and presentation of their proposals; and arrange for the administration of funds, procurement of inputs, technical advice where required, and the monitoring and evaluation of subprojects.

13. The health component will be implemented by NGOs in close collaboration with the Ministries of Health and Local Government and the local RCs. The Ugandan War Widows Association, an indigenous intermediary NGO, will implement a subcomponent to establish a pilot, community-based health care program to enable the provision of basic health care for widows and their households who have been victims of civil war or AIDS. The health development of orphans will be the responsibility of World Vision Uganda, a locally registered NGO. World Vision will receive financing for school fees for needy orphans, community education savings schemes, vocational/rural training centers, and community-based health care programs in four districts.

14. NGOs will also serve on the PAPSCA steering committee which was set up to determine the general orientation of work under the social dimensions of adjustment component (including reviewing semi-annual work program, results of surveys, studies and analyses), the ultimate objective of which is to improve institutional capacity for social policy planning in Uganda.

II. AGRICULTURE AND RURAL DEVELOPMENT

BOLIVIA: Eastern Lowlands: Natural Resource Management and Agricultural Production Project (1990–97)

15. The project aims at assisting the long-term development of the Eastern Lowlands by strengthening the supply-side response capacity of the agricultural sector (research, extension, credit, infrastructure), and by increasing agricultural productivity in a way that will protect the natural resource base and be environmentally sound. The project will include (i) support to the "Ayoreos" indigenous groups (11 communities totalling about 2,000 people spread along the railroad line over the Santa Cruz-San Jose de Chiquitos) in

their efforts to demarcate their tribal lands and improve their living conditions, and (ii) assistance to the “Chiquitanos” (tribal groups) in demarcation of their lands.

16. NGOs will be involved in agricultural extension and support to the Ayoreos community. In agricultural extension, various producers’ organizations will be responsible for providing extension services to their respective producer clientele. CIDOB (the Organization of the Indigenous Peoples of the Bolivian Orient), an indigenous grassroots NGO, will implement activities intended to improve the welfare of the Ayoreos. Under this component, the project will finance community organization, support for the demarcation of tribal lands, training and secondary education, social and productive infrastructure, and technical assistance and administrative support to CIDOB.

17. ABCOP, another Bolivian NGO, along with CIDOB, helped to design the project. They were consulted during preparation and appraisal, and were involved specifically in working out the feasibility of the project and its various components as well as in developing the implementation program for the extension component.

INDIA: Watershed Development (Plains) Project (1991–98)

18. The project aims at slowing down and possibly reversing ecological degradation in a variety of agro-ecological zones by promoting sustainable and replicable production systems. The project will seek to introduce improved land management practices in selected watersheds (the states of Gujarat, Orissa and Rajasthan) through the development of cost-effective, replicable and sustainable technologies, with particular emphasis on vegetative soil and moisture conservation measures, improving ground cover, and encouraging land use that responds to people’s needs and land capability.

19. A major objective of the project is to introduce effective institutional arrangements for interagency coordination in watershed planning and implementation and to ensure the full participation and agreement of watershed land users in all stages of land development. In pursuit of this objective, the project will generate models for joint land management with appropriate written, legal agreements and, with the help of local NGOs, support the necessary institution-building, including formalizing the legal status of users’ groups where needed.

20. A group of experts will be recruited for, among other purposes, coordinating the work of NGOs with technical field staff on community mobilization and institution-building. Umbrella NGOs in each state will provide expertise to local-level NGOs and assist in their coordination. NGOs will receive training in several areas including conservation measures, consultative planning and local institutional development, WID issues, legal issues, designing water treatment plants and so on. NGOs will train community leaders, members of watershed management committees, and members of user groups/societies who are mobilized under the project for management and protection of non-arable lands, in group interaction and group dynamics, land resource management, common property resource management, and so on.

NEPAL: Bhairawa Lumbini Groundwater Irrigation III Project (1991–99)

21. The project aims at raising agricultural production and farm incomes through an expansion of the ongoing deep tubewell (DTW) irrigation program. The main ingredients for this objective are privatization, farmer management of operation and maintenance (O&M) of irrigation schemes, farmer organization and participation in increasing demand for services and ensuring sustainability, and strengthening Nepal’s irrigation subsector

institutions. This Stage III project follows on Stage I and II projects but marks a departure from the earlier projects in its emphasis on farmer participation and organization. To the extent possible, farmer participation mechanisms will be incorporated in the ongoing Stage II project also.

22. Based on Nepal's new irrigation sector program policy and strategy, which IDA helped to design and establish, the proposed project envisages a major role for farmers' groups and water users' associations (WUAs). Farmers groups will request DTW facilities and commit to (i) forming a water users' association for their DTW; (ii) contributing to construction costs; and (iii) taking over responsibility for DTW O&M upon completion. In contrast to earlier stages, the proposed project will include specific provisions for a comprehensive farmer organization program and the establishment of WUAs under a new Irrigation Regulation.

23. The project will also finance institutional training on organization and procedures for WUAs. It includes an "Irrigation Line of Credit" pilot component to finance subprojects whose primary objectives are to expand farmer-managed irrigation, promote farmer participation and local initiative, and help develop the Department of Irrigation's capacity to implement a sector program based on farmer participation in preparation for future sector lending, including IDA's proposed Irrigation Sector Project. The subprojects will be managed by farmer groups which will form Farmer Irrigation Associations (FIAs) and contribute to capital costs and will be formed at private, farmer-managed irrigated schemes. These FIAs will be established as legal bodies under the Registration of Associations Act.

III. POPULATION AND HUMAN RESOURCES

BANGLADESH : General Education Project (1991-96)

24. The project will support a number of important Government policy objectives for the sector, especially those in primary education. The components are (i) expanding equitable access to primary and secondary schooling; (ii) improving the quality of general education; and (iii) institutional development. NGOs will be involved in the first component which will (a) finance experiments by them and community groups to assess the potential of a variety of school-based programs to make public primary schools more attractive to the very poor and girls; and (b) increase access by expansion of nonformal primary education programs. The experimental programs will include, but not be limited to, school feeding schemes, provision of school uniforms, teaching aids, and community outreach.

25. Financing for nonformal primary education programs implemented by NGOs is divided into two subprograms. One subprogram is for experienced NGOs to deliver nonformal primary education along lines pioneered by the Bangladesh Rural Advancement Committee, including recruiting more women teachers, offering a simplified curriculum, more active teaching methods, flexible scheduling, and so on. The other subprogram is for less experienced NGOs to develop their expertise in delivering nonformal primary education; these NGOs will have experienced NGO trainers to assist them and local communities to develop their programs. Up to three percent of the funds under this component could be used for evaluation of the NGO/community programs.

REPUBLIC OF THE GAMBIA: Women in Development Project (1991-96)

26. The project aims at improving women's productivity, income-earning potential, welfare and status; strengthening government capability to better deal with women's

issues; and bringing about a change in society's perception of the role of women. This project is the Bank's first free-standing women-in-development project. The Gambia is particularly suited for such a project because of the government's commitment to address women's issues, and because the encouraging results of small-scale innovative approaches, particularly by NGOs, merit replication. NGOs will be involved in the agriculture, skills development, safe motherhood, and family planning components, and will receive financing from a special fund set up by the project for small projects and programs designed specifically to help women and children.

27. In the agriculture component, cooperative women's groups, government services, and private initiatives will be involved according to their comparative advantages in extension services, access to improved production technologies, post-harvest storage, preservation and food processing, coarse grain mills, and savings mobilization. The Gambia Women's Finance Company (a local NGO) will, under a two-year renewable technical assistance contract, help organize and educate existing women's groups to promote and improve savings practices, familiarize them with savings options, and facilitate their access to regular banking channels.

28. In the skills development component, *kafos* (village-level women's groups) will help to identify and select women tutors or others from the villages to promote basic numeracy and literacy. In the safe motherhood and family planning component, approaches currently used by NGOs—for example, the use of simple pictorial cards for screening risk cases and the involvement of *kabilos* (traditional women's groups based on family ties) to identify and refer high-risk pregnancies—will be pilot-tested in the provision of public health services to help the Government decide whether to integrate them into the national public health care system. NGOs such as Save the Children Federation (U.S.), Catholic Relief Services (U.S.), and The Gambia Family Planning Association will be actively involved in the implementation of this component.

29. The project will establish a Fund of US\$500,000 to be used by NGOs on a matching fund basis for a variety of village-level activities, small projects and programs. Possible areas of intervention include digging wells, providing credit or inputs to women in rural areas, and enabling NGOs to expand ongoing successful activities beyond the areas in which they normally operate.

KENYA: Fourth Population Project (1991–97)

30. This project is the second free-standing population project financed by IDA for Kenya. In the Third Population Project, which began in 1989, population issues were for the first time appraised separately from health. NGOs played an active role in that project in generating demand and delivering family planning services.

31. NGOs' participation is quite significant in the Fourth Population Project as well. The objectives of the project are (i) to increase further the availability, accessibility, and quality of family planning services provided by the Government and NGOs; (ii) to strengthen the demand for family planning services through expansion of information, education and communication (IEC) programs in additional government ministries and NGOs; and (iii) to strengthen the capacity of the National Council for Population and Development (NCPD) to plan and monitor the expanding National Population Program. These objectives will be achieved by mobilizing and coordinating the resources of both government and NGOs and through close collaboration with donor-assisted ongoing population projects.

32. An innovative aspect of increasing the demand for family planning services featured in this project is the provision of income-generating activities to women's groups by NGOs. The project will support the introduction of income-generating activities, family planning, and contraceptive distribution to women's and men's groups through the provision of technical assistance, training, and support for small-scale projects which contain a significant population component.

33. Several Kenyan NGOs, including the Family Planning Association of Kenya, Kenya Catholic Secretariat, Seventh Day Adventists, and Crescent Medical Aid Society of Kenya, will be extensively involved in IEC activities, using tools such as workshops, seminars, study tours, and client counselling.

34. NGOs are playing a major role in designing population strategies in Kenya generally. As a result, the NCPD is continuing to increase the number of NGOs involved in the programs it supports. Increasingly, district-level NGOs are being supported, and there are preliminary indications that they are very effective.

IV. ENVIRONMENT

THE DEMOCRATIC REPUBLIC OF MADAGASCAR: Environment Program (1991-96)

35. The program, which is the first five-year slice of Madagascar's 15-year Environmental Action Plan (EAP), will continue and expand the implementation of six priority programs identified by the EAP. These priority programs include protecting and managing the national heritage of biodiversity; improving the living conditions of the population by improving the protection and management of natural resources; promoting environmental education, training, and communication; developing mapping and remote sensing tools; environmental research; and mechanisms to manage and monitor the environment. The program consists of seven components. They are soil conservation, agroforestry, reforestation, and other rural development activities; environmental training, education and awareness; protection and management of biodiversity; mapping and progressive establishment of a geographic information system; establishing clear boundaries for protected areas and improving land security; environmental research on land, coastal, and marine ecosystems; and support activities.

36. NGOs will be involved in the first three components. The National Association for Environmental Actions (ANAE) will manage the soil conservation, agroforestry, and rural development component and will finance the preparation, appraisal, and implementation of mini-projects. Mini-projects will relate to watershed management, productive infrastructure and support, including storage facilities and rehabilitation of feeder roads and social programs. Eligible beneficiaries will be exclusively collective bodies (rural associations and village communities) of at least five families, organized with authorized representatives (president, secretary, and treasurer). These groups will collectively design and prepare the mini-projects, participate in the financing of the initial investment, and bear the full cost of operation and maintenance. ANAE will finance field operators, including NGOs, to help communities identify, prepare, submit and implement mini-projects. (The ANAE founding members include national and international NGOs and religious groups. ANAE's Board of Directors has been established with a very large majority of representatives (11 out of a total of 14) from the private sector, mostly NGOs.)

37. In the environmental training, education, and communication component, NGOs, along with specialized public and private agencies, will be contracted for media

production. Also, NGOs active in education in rural areas will be assisted in delivering, in their curricula, messages and documentation related to the protection of the environment while ensuring sustainable development.

38. Regarding the component for biodiversity protection and management, international NGOs are already doing this work in Madagascar, particularly in parks and reserves. Some local NGOs are interested in getting involved and will be assisted by international NGOs that will also help establish new local NGOs. The National Association for the Management of Protected Areas (NAMPA), for example, was recently established to coordinate development and protection in the Protected Areas that include parks and reserves as well as their buffer zones. The founding members of NAMPA include national and international NGOs. NAMPA's board of directors will be named soon and will include NGOs and representatives of involved ministries (forest, agriculture, research, education and so on).

ZIMBABWE: Forest Resources Management and Development Project (1991-97)

39. The project aims at promoting the conservation of forests and the environment and the improvement of forest grazing and wildlife management and productivity and quality of the wood-processing industry. The project components are rural forestry, wildlife and forest grazing management, and commercial forestry development.

40. NGOs will participate in the components of rural forestry and wildlife and forest grazing management. In the rural forestry component, NGOs will be involved in extension and will also receive training and technical support. Village Development Committees will be involved in woodlot management under this component. In the wildlife and forest grazing management component, village-based groups will be set up to enter into profit-sharing arrangements.

41. An important role for women's groups and other grassroots NGOs is envisaged in the implementation of this project. A monitorable action program stipulates guidelines on mobilizing and training women's groups on nursery development and woodlot management. The processes of mobilization will include identifying women's groups already existing in the project area, ways of forming groups in areas where none exist, and a methodology for orienting and supporting these groups in tree-planting activities. Among other grassroots groups, informal community groups are seen as the cornerstone of the rural afforestation program, as they will be the main target audiences for extension services.

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