

PARADIGM SHIFTS IN DEVELOPMENT COOPERATION AND NGOS
OPPORTUNITIES AND THREATS
EXECUTIVE SUMMARY

A. Paradigm Shifts in Development Cooperation:

Significant changes are taking place in the morality, motivations, concepts, policies and institutions governing private and official development funding to third world states and civil society (=NGOs/CBOs):

1. Official Development Aid (now down to 0.3% of the GNP of the developed nations, as against the committed 0.7%), has always been driven by the political interests of the aid giving states - more than by altruism. Before the 80's, the agenda was to halt the march of communism into the poor third world countries. In the present geopolitical economy of the market, it will aim at creating and maintaining conditions favourable for the expansion of the market. Complementing capitalist enterprise, aid will focus on safety nets (poverty alleviation), lest social upheavals upset investment apple carts.
2. However the commitment of the western public to liberal democracy and human rights, compels aid to also support, at least symbolically, civil society strengthening and accountable governance. In the recent past, there is also growing perception that development must take a third path - the path of markets regulated by a set of public codes set by the civil society - the state itself becoming the will of the civil society.
3. Official development aid is moving closer to SNGOs, bypassing both NNGOs and Southern Governments. The state is seen as less of a provider and more of a regulator, and NGOs as ideally suited for poverty mitigation (social stability!) at lower costs.
4. Private aid giving as additionality to development tax is also under stress. Long term giving for structural changes is getting reduced. Measurable results are becoming important. Even NNGOs traditionally committed to long term development partnerships have to profile themselves also in areas such relief, emergency and welfare. NNGOs are under pressure to professionalise themselves. These have serious negative implications for the traditional SNGO-NNGO partnership relations.
5. Corporate sector is also seriously getting involved in development cooperation with NGOs, for PR reasons and/or as part of taking on their social responsibilities.

While NGOs are being drawn to the centre stage of development, this attention is motivated by a variety of

stated/unstated interests. The trend of official aid is in the direction of wanting NGOs to play "ladle roles in the international soup kitchens". But this trend will not be evenly spread across all donor agencies. There is still considerable space and scope for human agency and the left of centre political forces in the north to push aid also towards addressing systemic questions.

But, western civil society groups (and NNGOs) will generally continue to be supportive of civil society strengthening and capacitating the marginalised with social opportunities. Particularly when these are linked to sustainable development, gender equity and human rights defense. But the partnership relations are going to be stressed due to pressures on the NNGOs and the growing perception that rhetoric about awareness building and social mobilisation is not making much of a difference for the poor.

B. Implications for NGOs:

The larger fund flow through official aid, greater involvement of NGOs in the social welfare tasks of Southern Governments, the reduced fund flow through NNGOs and hence the constraints they will face in supporting long term partnerships, all these will push SNGOs towards official aid agencies and corporate sectors.

What will the fallout for NGO commitment to empowering the marginalised sections and their relationship with their traditional development partners?

It is likely many more opportunists will enter the NGO world to corner funds and benefits. Less equipped and smaller NGOs will be forced to serve as uncritical social contractors and sub-contractors of the agenda of official aid. The welfare and social security functions of the state will get eroded and delegitimized under SAPs.

It is in this context that the better equipped NGOs and senior NGO leaders must strategise their own responses and those of the NGO community as a whole.

C. NGO Responses:

Case studies show that, at least as of now, NGOs equipped with all or some of the following characteristics can continue to hold on to their development ideals and development spaces - even expand them:

strong leadership, forward looking strategies, creativity in understanding and responding to changes, strategic and niche positions, good linkages, competencies to work with "professionals", ability to adopt new management techniques, strategic task divisions between NGOs and CBOs, repositioning to play complementary roles to the CBO ...

Thus it seems possible that NGOs can re-envisage, re-piston and re-equip themselves to avail the new opportunities and to reduce the risks. It is not as if the choice is limited either/or: "subserve the donor agenda and get coopted; dissent and get excluded/pushed out".

D. OD/ID Implications:

NGOs working with local communities and committed to public action for political, economic and social opportunities for the marginalised, know from practical experience that empowerment is a mixed bag of welfare, development and political action. The strategy has to range across collaboration, critical collaboration, dissent, adversarial action and conflict. The ground realities and the strength of the NGO/collective/network must influence strategic decision on the actual course of action.

However, working with such complex strategies within a more complex environment (straddling welfare, development and political action) will call for high degrees of organisational and institutional competencies. Vision and good will alone will no more make do!

NGOs with a tradition of commitment to the politics of development must equip themselves with a very complex skills to position themselves within the market/civil society matrix and to work with new actors and scripts. Otherwise they will fall between the stool of welfare and the stool of working for system changes and get eliminated or pushed to the margins by the more suave and opportunistic new entrants into development.

The NGO commitment to the empowering the marginalised with organisations, leadership, know-why and now-how, resources, linkages demands of us that we take on this challenge of OD and ID.

E. Organisation and Institution Development Areas:

a) Actors to be Involved:

the following four categories of traditional NGO actors in development cooperation: SNGOs, NNGOs, CBOs and intermediaries (resource organisations, advocacy/lobbying groups, consultants and accompaniers)

b) ID Areas:

moving from isolated efforts (small is beautiful, demonstration models) to collective interventions (scaling up, global response to global issues, from being different to making a difference)

pooling/sharing of specialized skills and core competencies

moving from vertical accountability to horizontal accountability, redefining transparency

developing strategies for a more fair and equitable sharing of funds and resources (moving from turfs to sectors, from insulation to collaboration and defining effectiveness in terms of cost-benefits across the sector than in terms efficiency of an individual NGO)

role redefinition vis a vis social, political, cultural and economic CBOs/peoples movements

redefining geo-politics and democracy (from personal liberty to collective security, strategising interventions, influencing power-equations)

addressing questions of representational legitimacy in the NGO world (dalits, tribals, women, regions)

addressing questions of legitimacy, accountability, values and life styles of organisations/individuals that claim to represent grassroots activism at national and global levels

restrategising critical collaboration with the state in the context of delegitimisation of the social welfare roles of the state by SAP/WB loan conditionalities.

strengthening partner relationship between SNGOs and NNGOs and civil society interlinks between NGOs and citizen groups, special interest groups - locally regionally and globally

strengthening UN organisations and affirming its legitimacy vis a vis developed countries managed world bodies such as WTO/Brettonwood Institutions.

c) OD Areas:

developing internal competencies to deal with the new requirements for project planning/monitoring

developing skills and competencies for role transformation and relationship on the basis of mutuality with the CBOs

skills in participatory, non-hierarchical management of the organisation

pragmaticism to convert ideals into strategies, availing spaces, ambiguities and human agencies.

In sum, NGO ability to cope with paradigm shifts and its implications, will depend largely on effective OD/ID strategies that are imaginative, comprehensive and involving both NGO collectives and individual NGOs.

Misra initiated idea of study 1 yr ago, collabor. in ISI. Delhi + B'lore
 consultants - Kurian Kallikar + Mohan Raj, coordinator - Jose Durickal
 3 org in Karnataka - ODP, AWAS, ADAS (Bogepilly) - Initial meeting
 3rd source +
 1 wk data collection in each org - draft report - 2 parts
 Meeting to validate findings - E 3 partners
 Report reorganized - amalgamated into 1 report (to get)
 concerns put into small report - for state level study
 To be submitted to M in a few mths
 60 participants invited for this meeting

Rudyl Lobo

George D'Souza - Outreach

Mr. Biker
 Mr. Gerald Lobo - Kasargod

Roopu - ACCORD

Anik Reddy - AWAS

Nausab - AWAS

Shubha Chacko - CED, Chairperson, JB ADAS

Mohan Raj - consultant to Balace - AP, + Kerala

Kurian - consultant to Balace

Logar - Res + Publicist

McRaj - REDS - Tumkur, activist, advocacy

Logar - AWAS

Felix - ODP Mysore

Venkatash - RLHP - Mysore

1995 - Min of Dev Cooper Round Table Conference in Germany - on Rm J Germany

- Opens windows of opportunity - could be threats
 - M - wanted NGO perception to lobby + Southern NGO's can capitalize
 themselves, be
 print, strengthen
 partner relationship

- EZE + UHA doing similar study on P.R - if PR rep. people why NGO's
 German - Bendage aiming themselves to deal in job
 man women director

Why 3 - Rural, urban, child

Aid - not altruistic but a pol. instrument
 Solidarity + sectoral accountability - of agri - NGO who take how we together
 should make a difference
 NGOs - heterogeneous, divided, inward looking, why we are diff, being spokesperson.

Role of senior NGO - resource to lower NGO community
 Northern compulsion transferred to South of receiving of educational
 aid - Is gross work action alone enough - No tangible sectoral response

Accountability of Northern partners.
 Research - Diff. to define/categorise NGO's
 Focus on W. Europe + India (empowerment of marginalized thru public action)
 is politically inspired - PSI & perspective

Globalization
 NGOs (civil society) pulled to centre stage - ? window of oppor or threat of marginalization
 ex-visibility
 framework (Alan Forster) learnings from International Soc. R. & Dev.

Modern day decision makers

Independent Variable - Read agenda of aid-giver
Dependent " - Aid - ^{get pushed out} [↓] ^{subsequent} [↑] ^{Development agenda + process} ^{congruent} ^{renewed agenda}

Aid - Market Advancement - ^{alighted} [↑] ^{strong self interest} - complements market ^{alternatives rhetorical}

Favourable environ.
Human face - not human heart - a facade
social stability / Poverty mtr - not to upset apple cart / market

Social context / accountability welfare approach - ^{oppose to} ^{with} ^{easy} ^{State}
people power - Technology, communication - space for human group

SNCO's - organisational competences - visibility
Some aid project ^{assembling} - change of jobs - ec. change
European public diff. for its job - sensitive people.

Market transfer to India post globalis - 11.5 billion
mergers & acquisitions

Democracy / indi liberty vs collective security
asserting stakes of losers.

Civil Society concerns - equity, sustainability, gender, caste
NGO - a lead role in civil society to address market.
Third way - market has to be regulated - not by State
by civil society

Q Global civil society under overall umbrella of UN

Private pers - additional to tax
aid group ^{responsibility} coming down - Aid Fatigue - less guilt & donor
poverty

Do we need aid?

NGO - responsiveness internally
need to ↑ efficiency, ↑ professionalism
↑ accountability
being diff to govt.
- poverty is result of consequences
- NGOs do not reach abs. poor
∴ focus on ^{immed.} welfare
- poverty do ^{corrupt} ^{Southern} ^{States}
- people in relief, emergency
helps them raise funds
- welfare - purpose driven app
- info need to ^{found} ^{rel.}
- adult orient ∴ ^{monitoring} ^{LPN}
- ↑ funding is ^{watered} ^{down} NGOs
such as Misera vs ^{free} ^{enterprise}
- prob - Europe - ^{unemploy.} ^{low} ^{class}
migration, affecting their lifestyle.
∴ shift of funds closer home
- overall funds ^{not}

S. Govt & SNCO - critical labels - love/hate
reality of world

- we should be careful of our criticism of govts interests
within State - WTO & child labour - still a bulwark for poor
- State not be ^{name} ^{role} to weaken state - State
no more overthumping State - need to reform - State

Civil Society - people's groups - a problematic concept - India - B, caste
NGO's - upper caste / class - where are ^{of} ^{debate} ^{labels}
not representative ∴ NGO legitimacy - ^{coopt.} ^{by} ^{WB / WTO}
affirmative action for caste - more inclusion
& participatory

Join full world persons questioning unfettered markets
Nation states cannot control markets.

Role of UN - E is systematically being pulled down
- best international org? & given SW

playing into hands of US.

larger forces keeping poor people poor.
NGO strategies up - how will we deal w resources

pressure on NGOs
need horizontal accountability + transparency
More boards global governance

Anthony Gibbons - adviser to Tony Blair.
Lead - NGOs. Basis - D. Institutional leaders

How to retain spaces - advanced
Vision - where do we want to go.

Quest - NGOs not civil society
- Market wants step up state
- indiv - indiv, markets, - priv of middle class, lost comfort of poor
getting coopted by market - to use

Profile of NGOs - issues

Components of strengths, capacities

- ① Structural link - CBO's - they facilitated / provided - are independent
- balance bet welfare - mobility
- ② Leadership - confidence creating, prod. competence, empathy, people orient - org. can deal w external changes / realities - they are conscious of + familiar with, risk-taking gut up nature / spirit, forward looking strategies, re-techniques developed figured as great
- Fundamental / core ethos - particip + empowerment
- Not handling direct funding.
- N.gos have not questioned role of SNGO's - it was respected
- core set by SNGO's have been accommodated by SNGOs + NNGOs
- space for professionalism its dev. occur
- Areas where official aid can be made more people friendly / authentic
- Simplification of procedure + demystification of processes
- Elimination of exploitative intermediaries as power brokers
- Defined + strengthen process of partnership / parity - gender, caste, deprived
- address representative char. of NGOs / CBO's.
- lack of predictability - 50% budget cut for salaries
- Official aid better managed, more professional + forward looking
- Official aid more be user centred - person centred approach - not NNGOs who are be user centred
- Project officer - empathy + discretionary powers to decisions (in committees / procedures - pseudo / unproductive professional -
- contexture as pressure reduced, sharper, be specific
- issue of size

- profile of 3 orgs. available
- leaders - charismatic - genius - implicit faith trust of people to understand larger realities. with formalised leadership it is possible
Not bogged down by day to day realities - acct, discipline
ie manage. shud "looked after ourselves - ∴ time for horizon
seeing, further work"
Benevolent leader would have diff: esp in change
good manage; knows what is going on, dedic.

- ODP - strategic distance but church as an institution + people's org.
more - straddling - but tend more to welfare than to radical
political move - will join movement
womans pps → mahila samakhya

Accountability - transparency

Mainstreaming

Networking

Partnership

Second issues -
Debt Tubel gender.
empowerment

PRI.

privatization of water supply, electricity

4 districts - in Kar intro of subsidy

Mr. Pandhara - BUPA B. K. M. Chavan P. V. Patil - Nethalbandh
Assisted

N. NGO's subsidies to N. Govt. view

International, National + Domestic Consultants

Cooperative Laws - Gujarat best.

Gandhi Peace Fund - Emergency - based in H'bad.
ERE funding - 60 projects, 100 volunteers

Not in the power power - but of understanding + commitment -
does not need money - have money from ERE, ICD + a good
rel. in them. Social activists just do not raise funds
basely, has no right to exist
GPC - raising more fundamental questions rep. society
Size is sometimes a detriment to seeing things clearly
Our anchor is ideology not projects

REDS - Jalir economy - Jalir dev - Jalir rajya
small savings, cooperatives, banks
Vokrajya - have their own banks - provide small funds.
money circulating in the community.

Networking - human rights, etc

Tip
Plan to retire - a village - they have some land + will settle down
Relationship has been established - will live there, but not yet
involved in organizational work
self-support by other team members. Who are salaried
moved to other organs. 8 field staff have started newspaper,
supported by REDS for 6 units, some set up shop.
Others can become organizers

PARADIGM SHIFTS IN DEVELOPMENT COOPERATION AND NGOS:
OPPORTUNITIES, THREATS AND RESPONSES
SOUTH INDIA CONSULTATION:
17/18 NOVEMBER 1998 - INDIAN SOCIAL INSTITUTE
CONCERNS BEFORE THE CONSULTATION

1. The Context:

Concerns and interests which inform development - and shape development cooperation - are being pulled in several directions by the interplay of market and civil society. Of particular significance are:

- * the changes in the motives, character and instruments of development financing
- * their implications for (existing and new) stakeholders in development cooperation
- * and, most important, their consequences for the understanding of and response to marginalisation and poverty questions.

The logic and compulsions of this market-civil society dialectic pull-push NGOs, thus far on the margins of development cooperation, onto the centre stage and right into the vortex of a process which is defining the contours of a new global order sans communism and state managed socialism.

All those who believe in the criticality of NGO contributions in shaping this new world order, must also theorise and strategise why and how NGOs must re-vision, re-equip, re-position and re-launch themselves. So that they are enabled to continue to affirm their cherished ideals and best practices, even while coping with the sweeping changes.

2. The Consultation Agenda:

Praxis will be the overriding concern of the two day consultation. The consultation could focus on NGO positioning within the market-civil society diad. Such OD and ID strategies should help the NGOs:

- * to best avail the opportunities and minimise the risks (for themselves)
- * to optimally contribute (along with the poor) to strengthen forces that address issues of responsible development and counter those that externalise negatives particularly on to the poor.

The consultation will develop such a conceptual and operational response matrix for the three major NGO stakeholders: the Northern NGOs (NNGOs), the Southern NGOs (SNGOs) and intermediaries (consultants/resource agencies).

These ~~are~~ stakeholders have a long tradition of engagement with and partnership in capacitating the marginalised communities with knowledge, organisations, leadership, skills, resources, programmes and linkages so that they affirm, assert and expand their political, economic, social, cultural identity and sustainable development rights within the political economy.

3. Southern NGOs:

The consultation could envisage likely consequences and opportunities for NGOs who work with local communities on both rights and livelihood questions.

On the one hand, to effectively address the nature, magnitude, implications and inter-connectedness of most development questions of subalterns and local communities and, on the other hand, to access larger funds from official bilateral and multi-lateral agencies and from business, most strong NGOs will try and scale themselves up in size, competence, expertise and coverage. They would rightly perceive the geo-political spaces as nothing less than global.

Medium and large sized NGOs may have the internal competencies and the external supports required for such build up. But the vast majority of the NGOs working effectively with local communities are small. They lack the resources and the geographical spaces for scaling up. Not only, the expansion agenda of larger NGOs have negative externalities for them.

What are the areas in which both medium and small NGOs need to and can syndicate their strengths? What are the institutional arrangements for realising such synergy? What current NGO practices are the constraints and obstacles? Can these be addressed? How?

What are the response strategies for small NGOs? How can they scale up? Can the more competent medium sized NGOs and the smaller/emerging NGOs (mostly staffed and managed by subaltern leadership of dalits, tribals and women) complement each other in mutually beneficial arrangements for themselves and for the communities they work with? How can we contain and resolve the real and potential sources of conflict inter-NGOs?

What models exist? What are their strengths and limitations?

4. Northern NGOs:

It is generally perceived that existing partnership relationship between SNGOs and NNGOS need to be further strengthened and expanded if both are to effectively respond to the emerging realities.

What are the existing and new areas where partnership and complementarity will be critically important? What are the possibilities and the specific demands on NNGOS? What are the compulsions that may force NNGOS away from partnership relationships? How can the new demands on NNGOS for professionalism and results be balanced with the empathy, passion and commitment that are necessary to search together for alternatives?

5. NGOs and the Market:

The gift economy transfers (aid) are too small and too inadequate to meet even minimal development requirements. NGOs would be naïve if they thought that they can take on the development task in isolation from for-profit enterprises. There is therefore a pragmatic imperative for availing and expanding the spaces for critical collaboration with the market and its agencies to influence and countervail them to take responsibility for a win-win relation with people and environment.

What are the human agencies, instruments and institutions for this critical collaboration with the globalised market? How can NGOs and their solidarities strengthen global governance through UN institutions? Even as the market is getting globalised, how can issues and concerns of people be also globalised? What new strategies and institutional vehicles are required? What are the possibilities and the dangers?

Can the market have some beneficial impact on NGOs - for example improve their competency and vibrancy and weed out the incompetent and the corrupt?

6. Intermediary Organisations and Consultants:

Development consultants and professional/resource organisations who interface NNGOS and SNGOS make or mar partnership relations. Because of their proximity to funds and decision making they influence the directions of NGO response to development issues. Based on their individual idiosyncrasies and personal vested interests, they can pull development in different directions. They can foster or block transparency and horizontal accountability.

Within the NGO world, these persons and organisations are a class in itself, if not for itself.

Yet, they are ideally placed and best equipped to make the concept of "NGO Manageriate" work. They can best contribute to strategising interventions and funding support from larger and more holistic sectoral/thematic macro perspectives. They can creatively problematise the current approaches to identification, funding, monitoring and evaluating projects. However, this problematisation must begin with themselves then go on to envisage how their roles and functions can be re-envisaged as consistent with the present concerns with transparency, legitimacy and

collaborative processes.

The consultation could take up a SWOT analysis of current intermediary institutions and practices. From this analysis it could go on to revision intermediary services in support of the larger re-visioning and re-positioning task of NNGOs, SNGOs and small NGOs. Particularly so when, in the absence of visionary NGOs, intermediaries often set the directions and decide the content of development interventions.

7. Suggested Methodology of the Consultation:

a) Plenary Session:

- * presentation and validation of the study report (executive summary will be circulated earlier)
- * identifying learning points for the NGO stakeholders.

b) Working Groups:

The participants could form three working groups (SNGOs/NNGOs/Intermediary Organisations and Consultants) to move forward from problems to opportunities and responses:

- * using the learning for problematising current practices of SNGOs, NNGOs and Intermediary Organisations/Consultants
- * going beyond problems to the possibilities and hence to the response strategies, using the SWOT and/or log frames.

The output from these working groups can be further validated in plenary sessions.

c) End Use:

The actionable agenda for each of the three stakeholders as emanating from these sessions will be incorporated into the study report.

Hopefully both NNGOs, SNGOs and Intermediary Organisations will further contextualise these recommendations and convert them into action platforms for:

- * Organisation and Institution Development (inter and intra)
- * Advocacy/Lobbying to influence development cooperation thoughts, policies and institutions

Perhaps, the consultation itself could make a beginning in these two areas.

TENTATIVE PROGRAMME SCHEDULE

DAY I (Nov. 17)

Workshop Moderator

Mr M.C. Raj

10.00 a.m.

Registration and Tea

10.30 a.m.

Introductory Session : Expectation sharing and finalization of programme schedule

11.00 a.m.

Presentation of the study report and clarifications

12.30 p.m.

Lunch Break

2 - 3 p.m.

Feedback to the study team on the presentation

3 - 4 p.m.

Identifying areas for shared reflection and finalising the methodology of reflection

4.00 p.m.

Tea Break

4.30 - 6 p.m.

Reflections on the areas of concern - Session I

DAY II (Nov. 18)

9.00 a.m.

Shared reflections on major concerns - Session II

10.30 a.m.

Coffee Break

11.00 a.m.

Shared reflections on major concerns - Session III

12.30 p.m.

Lunch Break

2.00 p.m.

Identification of areas for follow-up and task adoptions

3.45 p.m.

Concluding session and vote of thanks

4.00 p.m.

Tea

Ref: CHC:5.5/98

29th September, 1998

Fr. Jose Muricken, sj,
Coordinator,
Indian Social Institute,
24, Benson Road,
Bangalore - 560 046.

Dear Fr. Muricken

Thanks for your letter dated 22nd July which we just received. The joint study initiated by Misereor and ISI, Bangalore is a very important theme and we will definitely participate.

- a) We confirm our participation for 17/18th November, 1998.
- b) The papers you sent are being circulated to all members of our team and I shall send you some feedback in two weeks. Can others attend the presentation as well?
- c) We believe that Globalisation, Privatization and Liberalisation are changing the global, national and local scenario for the poor and for NGOs working for poor and we fully endorse your concerns. But we must be careful not to accept the 'market' so inevitably, even though it seems overpowering, without countering it with communitarian and collective/cooperative alternatives. Our concern will therefore have to be more than 'opportuning official aid' and 'insuring against dangers', but also collective strategies to counter, control, or reverse the phenomena, if that is at all possible?
- d) Last year, I was involved with a policy process in WHO - some details of which are mentioned in an interview in the enclosed Health Action. Now with an emerging 'Poverty and Health Network', we shall participate in trying to counter the indiscriminate market economy propagation'. We just completed a partial survey of opinion within the network members. This is enclosed by way of background (though not to be quoted or distributed).

- e) We also have been involved in recent years with provoking a paradigm shift in the thinking of northern NGOs like Misereor and Memisa and I just enclose two diagrams highlighting some of the new directions suggested.

Looking forward to continuing the dialogue and participating in the process.

With best wishes from all of us,

Yours sincerely,

Ravi Narayan

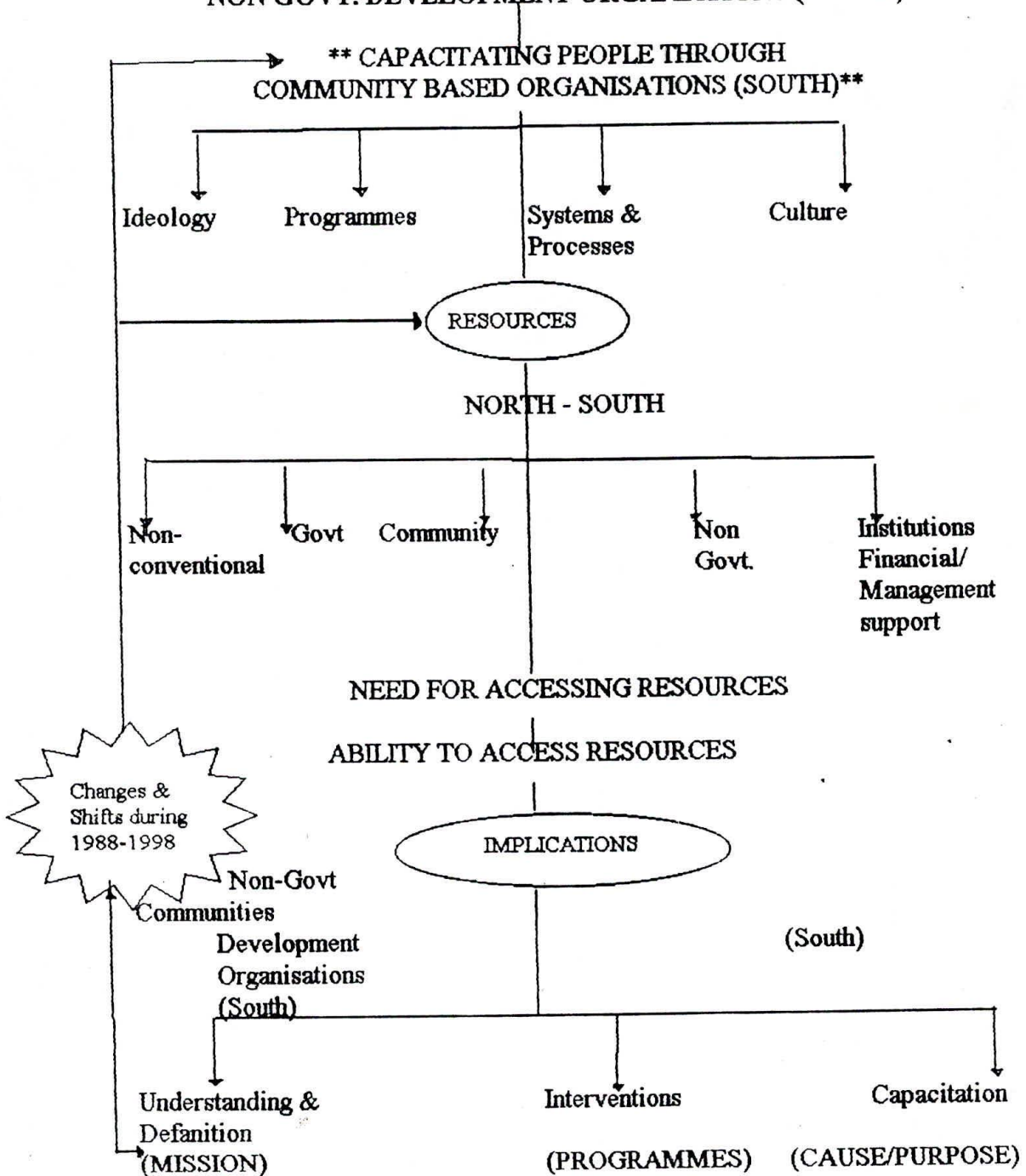
Ravi Narayan.

- Encl: i) Health Action – WHO issue;
ii) Paradigm Shift suggested in Misereor report and Memisa report;
iii) Partial survey of opinion within the Poverty & Health network members. (not for quoting or circulating)

A	The Study			
	OBJECTIVES	KEY FOCUS AREAS	DATA	ANALYSIS OF DATA/ REFERENCE
1 2 3	<p>1 To Examine the changes & Shifts in Resources</p> <p>2 To Analyze the trends and reasons for shifts.</p> <p>3 To analyze the needs & abilities to respond to the above changes and shifts</p>	<p>1.1 Identifying the 'said - unsaid 'seen & unseen' in CHANGES AND SHIFTS.</p> <p>2.1 Latent (Market led Growth, Civil society concerns, etc.)</p> <p>2.2 Manifest (Welfare, poverty alleviation, gender equity, sustainable development. etc.)</p> <p>2.3 Donor accountability pattern (Professionalism, LFA, PRA, Cost effectiveness, withdrawal, impact orientedness, measurability, etc.)</p> <p>3.1 Adequacy 3.2 If inadequate, why? 3.3 Strategies adopted</p>	<p>1 & 2.a - secondary sources -Desk study e.g. Allen fowler - Perception of knowledgeable persons - opinion survey</p> <p>1 & 2.b Resource Mobilization & utilization in ADATS, AVAS & ODP - 1988-98</p> <p>3.a Perception check ADATS, AVAS , ODP & Respective communities 3.b Case studies</p>	<p>1 & 2.b -Patterns - Experiences</p> <p>3.1 & 3.2 Development indices. UN, other HDI 3.3 - Ideology, Vision-mission, -pragmatism - organizational capacity. Management systems, professionalism, skill levels - Donor perception " How you sell yourself"</p>
4	To Analyse the implications of 1,2 & 3 for NGOs			4. Draft Analysis using typology of NGOs & their characteristics.
B	& communities (the output of the study			
C D	State level workshop End use of the study			Validation of the output
E	End use of the study	<p>D.1 NGOs in South - learning for improved accessing of resources - Learning for reducing internalities & externalities which are constraining</p> <p>D.2 NGOs in North - Campaign at policy & institution levels.</p>		
F	Conclusion	Final report to MISEREOR		

OBJECTIVE & APPROACH TO THE STUDY

NON GOVT. DEVELOPMENT ORGANIATIONS (SOUTH)



Indian Social Institute

Ph : (080) 5555 189, 560 960
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24, BENSON ROAD
BANGALORE - 560 046 INDIA

November 10, 1998

Sub: Two-day State Level Workshop on Paradigm Shifts in Development Cooperation

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Dear Dr Ravi Narayan & Team,

Thank you for accepting our invitation to participate in the workshop on 17th and 18th Nov. 1998.

I hope you received my previous letter and the materials sent earlier. Please find enclosed an executive summary of the report together with a tentative programme schedule.

We look forward to meeting you at ISI on 17th November.

With warm regards,

Sincerely yours,

J Murickan sj

Jose Murickan, S.J.
Coordinator

encl: a/s

JN
13/11

revised
12/11/98

678
12/11/98

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EXECUTIVE SUMMARY**

A. Paradigm Shifts in Development Cooperation:

Significant changes are taking place in the morality, motivations, concepts, policies and institutions governing private and official development funding to third world states and civil society (=NGOs/CBOs):

1. Official Development Aid (now down to 0.3% of the GNP of the developed nations, as against the committed 0.7%), has always been driven by the political interests of the aid giving states - more than by altruism. Before the 80's, the agenda was to halt the march of communism into the poor third world countries. In the present geopolitical economy of the market, it will aim at creating and maintaining conditions favourable for the expansion of the market. Complementing capitalist enterprise, aid will focus on safety nets (poverty alleviation), lest social upheavals upset investment apple carts.
2. However the commitment of the western public to liberal democracy and human rights, compels aid to also support, at least symbolically, civil society strengthening and accountable governance. In the recent past, there is also growing perception that development must take a third path - the path of markets regulated by a set of public codes set by the civil society - the state itself becoming the will of the civil society.
3. Official development aid is moving closer to SNGOs, bypassing both NNGOs and Southern Governments. The state is seen as less of a provider and more of a regulator, and NGOs as ideally suited for poverty mitigation (social stability!) at lower costs.
4. Private aid giving as additionality to development tax is also under stress. Long term giving for structural changes is getting reduced. Measurable results are becoming important. Even NNGOs traditionally committed to long term development partnerships have to profile themselves also in areas such relief, emergency and welfare. NNGOs are under pressure to professionalise themselves. These have serious negative implications for the traditional SNGO-NNGO partnership relations.
5. Corporate sector is also seriously getting involved in development cooperation with NGOs, for PR reasons and/or as part of taking on their social responsibilities.

While NGOs are being drawn to the centre stage of development, this attention is motivated by a variety of

stated/unstated interests. The trend of official aid is in the direction of wanting NGOs to play "ladle roles in the international soup kitchens". But this trend will not be evenly spread across all donor agencies. There is still considerable space and scope for human agency and the left of centre political forces in the north to push aid also towards addressing systemic questions.

But, western civil society groups (and NNGOs) will generally continue to be supportive of civil society strengthening and capacitating the marginalised with social opportunities. Particularly when these are linked to sustainable development, gender equity and human rights defense. But the partnership relations are going to be stressed due to pressures on the NNGOs and the growing perception that rhetoric about awareness building and social mobilisation is not making much of a difference for the poor.

B. Implications for NGOs:

The larger fund flow through official aid, greater involvement of NGOs in the social welfare tasks of Southern Governments, the reduced fund flow through NNGOs and hence the constraints they will face in supporting long term partnerships, all these will push SNGOs towards official aid agencies and corporate sectors.

What will the fallout for NGO commitment to empowering the marginalised sections and their relationship with their traditional development partners?

It is likely many more opportunists will enter the NGO world to corner funds and benefits. Less equipped and smaller NGOs will be forced to serve as uncritical social contractors and sub-contractors of the agenda of official aid. The welfare and social security functions of the state will get eroded and delegitimized under SAPs.

It is in this context that the better equipped NGOs and senior NGO leaders must strategise their own responses and those of the NGO community as a whole.

C. NGO Responses:

Case studies show that, at least as of now, NGOs equipped with all or some of the following characteristics can continue to hold on to their development ideals and development spaces - even expand them:

strong leadership, forward looking strategies, creativity in understanding and responding to changes, strategic and niche positions, good linkages, competencies to work with "professionals", ability to adopt new management techniques, strategic task divisions between NGOs and CBOs, repositioning to play complementary roles to the CBO ...

Thus it seems possible that NGOs can re-envisage, re-piston and re-equip themselves to avail the new opportunities and to reduce the risks. It is not as if the choice is limited either/or: "subserve the donor agenda and get coopted; dissent and get excluded/pushed out".

D. OD/ID Implications:

NGOs working with local communities and committed to public action for political, economic and social opportunities for the marginalised, know from practical experience that empowerment is a mixed bag of welfare, development and political action. The strategy has to range across collaboration, critical collaboration, dissent, adversarial action and conflict. The ground realities and the strength of the NGO/collective/network must influence strategic decision on the actual course of action.

However, working with such complex strategies within a more complex environment (straddling welfare, development and political action) will call for high degrees of organisational and institutional competencies. Vision and good will alone will no more make do!

NGOs with a tradition of commitment to the politics of development must equip themselves with a very complex skills to position themselves within the market/civil society matrix and to work with new actors and scripts. Otherwise they will fall between the stool of welfare and the stool of working for system changes and get eliminated or pushed to the margins by the more suave and opportunistic new entrants into development.

The NGO commitment to the empowering the marginalised with organisations, leadership, know-why and now-how, resources, linkages demands of us that we take on this challenge of OD and ID.

E. Organisation and Institution Development Areas:

a) Actors to be Involved:

the following four categories of traditional NGO actors in development cooperation: SNGOs, NNGOs, CBOs and intermediaries (resource organisations, advocacy/lobbying groups, consultants and accompaniers)

b) ID Areas:

moving from isolated efforts (small is beautiful, demonstration models) to collective interventions (scaling up, global response to global issues, from being different to making a difference)

pooling/sharing of specialized skills and core competencies

moving from vertical accountability to horizontal accountability, redefining transparency

developing strategies for a more fair and equitable sharing of funds and resources (moving from turfs to sectors, from insulation to collaboration and defining effectiveness in terms of cost-benefits across the sector than in terms efficiency of an individual NGO)

role redefinition vis a vis social, political, cultural and economic CBOs/peoples movements

redefining geo-politics and democracy (from personal liberty to collective security, strategising interventions, influencing power-equations)

addressing questions of representational legitimacy in the NGO world (dalits, tribals, women, regions)

addressing questions of legitimacy, accountability, values and life styles of organisations/individuals that claim to represent grassroots activism at national and global levels

restrategising critical collaboration with the state in the context of delegitimisation of the social welfare roles of the state by SAP/WB loan conditionalities.

strengthening partner relationship between SNGOs and NNGOs and civil society interlinks between NGOs and citizen groups, special interest groups - locally regionally and globally

strengthening UN organisations and affirming its legitimacy vis a vis developed countries managed world bodies such as WTO/Brettonwood Institutions.

c) OD Areas:

developing internal competencies to deal with the new requirements for project planning/monitoring

developing skills and competencies for role transformation and relationship on the basis of mutuality with the CBOs

skills in participatory, non-hierarchical management of the organisation

pragmaticism to convert ideals into strategies, availing spaces, ambiguities and human agencies.

In sum, NGO ability to cope with paradigm shifts and its implications, will depend largely on effective OD/ID strategies that are imaginative, comprehensive and involving both NGO collectives and individual NGOs.

INDIAN SOCIAL INSTITUTE

24, BENSON ROAD,
BANGALORE-560 046

October 22, 1998

Ph. : (080) 5555189, 560960

Fax : 080-5561700

To

Sub: South India Consultation: Paradigm Shifts in Development Cooperation and NGOs (Nov. 17-18, 1998) - Specific Concerns to be Addressed by the Consultation

Dear

Thank you for your letter of 29-09-98 accepting our invitation to participate in the two-day consultation. Thank you also for your feedback to the study design.

Supplementing the background material, we are now enclosing a note on the specific concerns that we should address ourselves to during the consultation. I will be happy to receive your comments on this note as well

We have only limited funds for organising this consultation. However, ISI will take care of your hospitality for the 2 days of the consultation. In case you have serious constraints in meeting your travel expenses, we could arrange to reimburse your travel costs by second class train/bus.

By the end of this month, I will send you an executive summary of the study findings and conclusions which can serve as an orientation of the consultation.

I look forward to hearing from you.

With warm regards,

Sincerely yours,



Jose Murickan, S.J.
Study/Consultation Coordinator

encl: a/s

TN
I think we should discuss
this with our core group
CMF/VB/SPT/MI before our
perhaps then
RN
27/10

620
26/10/98
JW
26/10

PARADIGM SHIFTS IN DEVELOPMENT COOPERATION AND NGOS:
OPPORTUNITIES, THREATS AND RESPONSES
SOUTH INDIA CONSULTATION:
17/18 NOVEMBER 1998 - INDIAN SOCIAL INSTITUTE
CONCERNS BEFORE THE CONSULTATION

1. The Context:

Concerns and interests which inform development - and shape development cooperation - are being pulled in several directions by the interplay of market and civil society. Of particular significance are:

- * the changes in the motives, character and instruments of development financing
- * their implications for (existing and new) stakeholders in development cooperation
- * and, most important, their consequences for the understanding of and response to marginalisation and poverty questions.

The logic and compulsions of this market-civil society dialectic pull-push NGOs, thus far on the margins of development cooperation, onto the centre stage and right into the vortex of a process which is defining the contours of a new global order sans communism and state managed socialism.

All those who believe in the criticality of NGO contributions in shaping this new world order, must also theorise and strategise why and how NGOs must re-vision, re-equip, re-position and re-launch themselves. So that they are enabled to continue to affirm their cherished ideals and best practices, even while coping with the sweeping changes.

2. The Consultation Agenda:

Praxis will be the overriding concern of the two day consultation. The consultation could focus on NGO positioning within the market-civil society diad. Such OD and ID strategies should help the NGOs:

- * to best avail the opportunities and minimise the risks (for themselves)
- * to optimally contribute (along with the poor) to strengthen forces that address issues of responsible development and counter those that externalise negatives particularly on to the poor.

The consultation will develop such a conceptual and operational response matrix for the three major NGO stakeholders: the Northern NGOs (NNGOs), the Southern NGOs (SNGOs) and intermediaries (consultants/resource agencies).

These ~~are~~ stakeholders have a long tradition of engagement with and partnership in capacitating the marginalised communities with knowledge, organisations, leadership, skills, resources, programmes and linkages so that they affirm, assert and expand their political, economic, social, cultural identity and sustainable development rights within the political economy.

3. Southern NGOs:

The consultation could envisage likely consequences and opportunities for NGOs who work with local communities on both rights and livelihood questions.

On the one hand, to effectively address the nature, magnitude, implications and inter-connectedness of most development questions of subalterns and local communities and, on the other hand, to access larger funds from official bilateral and multi-lateral agencies and from business, most strong NGOs will try and scale themselves up in size, competence, expertise and coverage. They would rightly perceive the geo-political spaces as nothing less than global.

Medium and large sized NGOs may have the internal competencies and the external supports required for such build up. But the vast majority of the NGOs working effectively with local communities are small. They lack the resources and the geographical spaces for scaling up. Not only, the expansion agenda of larger NGOs have negative externalities for them.

What are the areas in which both medium and small NGOs need to and can syndicate their strengths? What are the institutional arrangements for realising such synergy? What current NGO practices are the constraints and obstacles? Can these be addressed? How?

What are the response strategies for small NGOs? How can they scale up? Can the more competent medium sized NGOs and the smaller/emerging NGOs (mostly staffed and managed by subaltern leadership of dalits, tribals and women) complement each other in mutually beneficial arrangements for themselves and for the communities they work with? How can we contain and resolve the real and potential sources of conflict inter-NGOs?

What models exist? What are their strengths and limitations?

4. Northern NGOs:

It is generally perceived that existing partnership relationship between SNGOs and NNGOS need to be further strengthened and expanded if both are to effectively respond to the emerging realities.

What are the existing and new areas where partnership and complementarity will be critically important? What are the possibilities and the specific demands on NNGOs? What are the compulsions that may force NNGOs away from partnership relationships? How can the new demands on NNGOs for professionalism and results be balanced with the empathy, passion and commitment that are necessary to search together for alternatives?

5. NGOs and the Market:

The gift economy transfers (aid) are too small and too inadequate to meet even minimal development requirements. NGOs would be naïve if they thought that they can take on the development task in isolation from for-profit enterprises. There is therefore a pragmatic imperative for availing and expanding the spaces for critical collaboration with the market and its agencies to influence and countervail them to take responsibility for a win-win relation with people and environment.

What are the human agencies, instruments and institutions for this critical collaboration with the globalised market? How can NGOs and their solidarities strengthen global governance through UN institutions? Even as the market is getting globalised, how can issues and concerns of people be also globalised? What new strategies and institutional vehicles are required? What are the possibilities and the dangers?

Can the market have some beneficial impact on NGOs - for example improve their competency and vibrancy and weed out the incompetent and the corrupt?

6. Intermediary Organisations and Consultants:

Development consultants and professional/resource organisations who interface NNGOs and SNGOs make or mar partnership relations. Because of their proximity to funds and decision making they influence the directions of NGO response to development issues. Based on their individual idiosyncrasies and personal vested interests, they can pull development in different directions. They can foster or block transparency and horizontal accountability.

Within the NGO world, these persons and organisations are a class in itself, if not for itself.

Yet, they are ideally placed and best equipped to make the concept of "NGO Manageriate" work. They can best contribute to strategising interventions and funding support from larger and more holistic sectoral/thematic macro perspectives. They can creatively problematise the current approaches to identification, funding, monitoring and evaluating projects. However, this problematisation must begin with themselves then go on to envisage how their roles and functions can be re-envisaged as consistent with the present concerns with transparency, legitimacy and

collaborative processes.

The consultation could take up a SWOT analysis of current intermediary institutions and practices. From this analysis it could go on to revision intermediary services in support of the larger re-visioning and re-positioning task of NNGOs, SNGOs and small NGOs. Particularly so when, in the absence of visionary NGOs, intermediaries often set the directions and decide the content of development interventions.

7. Suggested Methodology of the Consultation:

a) Plenary Session:

- * presentation and validation of the study report (executive summary will be circulated earlier)
- * identifying learning points for the NGO stakeholders.

b) Working Groups:

The participants could form three working groups (SNGOs/NNGOs/Intermediary Organisations and Consultants) to move forward from problems to opportunities and responses:

- * using the learning for problematising current practices of SNGOs, NNGOs and Intermediary Organisations/Consultants
- * going beyond problems to the possibilities and hence to the response strategies, using the SWOT and/or log frames.

The output from these working groups can be further validated in plenary sessions.

c) End Use:

The actionable agenda for each of the three stakeholders as emanating from these sessions will be incorporated into the study report.

Hopefully both NNGOs, SNGOs and Intermediary Organisations will further contextualise these recommendations and convert them into action platforms for:

- * Organisation and Institution Development (inter and intra)
- * Advocacy/Lobbying to influence development cooperation thoughts, policies and institutions

Perhaps, the consultation itself could make a beginning in these two areas.

Sent to fr. Jose Mericcen on 29.9.98
naboozi

EV-8

ENCLOSURE - (ii)

EV-8

PROMOTING HEALTH IN INDIA: QUO VADIS?

A process review of the Indian partnership of Misereor during the period 1989-93, in the promotion of health in selected regions and sectors

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December 1994

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TABLE-10 - Recognising the Paradigm Shift:

Required in the Partnership of the 1990s

Expansion	→	Consolidation
All regions	→	Some regions - some needy districts/diocese
Infrastructure	→	Human Resource Development
Growth in size/outreach	→	Sustainability
Individual projects	→	Regional collectivity
Final Decision	→	Endorsement of local group decision
Quantitative	→	Qualitative
How money spent	→	How money used
How many benefited	→	Who benefitted
Church	→	People
Medical	→	Health
Provision	→	Enabling
Basic Training	→	Continuing Education
Central/National	→	Regional/state level
South/West	→	North/East
Many projects/quantity	→	Few projects/Quality/Creativity
Orthodox/standard packages	→	Creative/Alternative approaches
Funding Agency	→	Solidarity providing organisation

TOWARDS HORIZONTAL PARTNERSHIP

REPORT OF
THE WORKSHOP FOR CORE PARTNERS OF MEMISA

ORGANISED BY

THE CATHOLIC HEALTH ASSOCIATION OF INDIA

AT THE INDIAN INSTITUTE OF HEALTH AND FAMILY WELFARE,
HYDERABAD, A.P.

DURING 1 - 3 AUGUST 1996

*Prepared by
M.O. Peter, CHAI, New Delhi.*

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B O X 1.12

DESIRABLE PARADIGM SHIFT

- Expansion → Consolidation
- Quantitative → Qualitative
- Projects → Process
- Individual Project → Regional Collectivity
- Medical → Health
- National/State → Regional/Local
- Providing → Enabling
- Standard Packages → Alternative approaches (creative)
- South/West → North/East
- Basic Training → Continuing education
- Community as beneficiary → Community as participant
- Funding Agency as money grant agency → Funding Agency as Solidarity Providing organisation
- F A makes final decision → Endorsement of local collective decision of FPs, CPs and FAs.

**PARADIGM SHIFTS IN DEVELOPMENT COOPERATION AND NGOS:
OPPORTUNITIES, CONSTRAINTS AND RESPONSES
STUDY DESIGN / TIME FRAME / BUDGET
PRESENTED TO MISEREOR FOR APPROVAL**

1. Study Objectives :

- a) to facilitate development practitioners/thinkers to share/compare/critique actual and ground level experiences in "official" development cooperation (with the state and with northern bilateral and multilateral agencies), to better comprehend the changes in funding policies/instruments and their implications for people and for NGOs working with them
- b) from this exercise, to develop a frame of reference for restructurising NGO/CBO responses to trends in development cooperation, to legitimise/safeguard/expand their intervention space, and to improve their access to (official) development funds, minimising the risks involved
- c) to generate data that could better inform on-going dialogue - within Misereor, between German NGOs and the German Government, the German Government and southern Governments, southern Governments and NGOs - on why and how policies / instruments of official development cooperation can be made more responsive to the task of capacitating the marginalised.

2. Study Context :

In the globalised market environment, the complex interplay between market and the civil society determines the character and direction of paradigm shifts in development cooperation. Aggressive market led growth agenda of northern capital is softened by civil society concerns of the citizen groups. In the south, compulsions of electoral politics, rising articulation of the underclasses and civil society activism resist the feudal forces and brake the pace of crude marketisation. The negative externalities of the market are countervailed by global concerns with human rights, democracy, gender equity, sustainable development.

Whatever be the agenda/concerns shaping development cooperation, it is clear that official northern aid to NGOs - vis a vis aid to the southern governments - is increasing. This spurt in direct funding of NGOs is impelled by the northern perception that : (a) least government is the best governance : several areas in the domain of development are best left with the civil society, with the state playing enabling functions, (b) NGOs are more cost-effective than governments for delivery of services, poverty alleviation/combating, (c) NGOs have better reach to/credibility with the poor, and (d) they are more sensitized and better equipped to strengthen civil societies.

Thus, though collaboration between NGOs and the state is nothing new in India, also northern governments and multilateral/international aid/development agencies are now increasingly "discovering" southern NGOs. They also pressurise southern governments to more extensively delegate welfare/development tasks to the NGOs.

These paradigm shifts in official development cooperation hold out both opportunities and constraints for NGOs committed to capacitating the poor for asserting themselves as stakeholders in the national and geopolitical economy.

Southern and northern NGOs have developed effective policy/institutional frameworks for development cooperation among themselves. However, though official aid is likely to emerge as a significant NGO funder, NGOs have limited understanding of its rationale, compulsions/mechanisms.

It is not enough that southern NGOs are concerned with empowering the poor. This commitment also demands that they position themselves appropriately for accessing the opportunities official aid offers, while insuring themselves against the dangers. They have to evolve organisational institutional strategies and acquire new competencies for dealing with official aid.

This is the backdrop/context in which Misereor and ISI-Bangalore are collaborating in this study of the opportunities and problems thrown up by shifts in the paradigm of development cooperation.

3. The Central Concern of the Study :

Collaboration - the dominant development paradigm today - is only an instrument. Its end is defense and expansion of democracy/human rights, effective control by the poor/women/children over their lives and persons, the increased capacity of marginalised communities to develop and manage the resources on which their livelihood and future depend. For these goals to be realised, collaboration must recognize the right to critique and to dissent. It must respect spaces for alternate praxis. When disabilities and discriminations are structured and sanctioned by ruling classes/castes, collaboration with official aid, at times, will only be point of arrival.

Activist NGOs and peoples movements are often forced to confront the nexus between feudal forces/political leadership/administration and the market. In fractured/divided societies, marketisation and its accompanying structural/fiscal adjustments impinge heavily on the poor. NGOs that take up causes of the people are often squeezed out of official development spaces. On the other hand, there are also positive experiences of creative interaction between the state, NGOs and other actors in civil society, which have made a difference for people.

If bilateral, multilateral and international aid agencies bypass northern NGOs and directly relate with southern NGOs, there is a danger that NGOs committed to the politics of alternatives may find themselves squeezed out of development spaces and funds. Increased state control over funds may lead to situations where collaboration becomes a hegemony of the state. The spaces occupied by NGOs committed to alternatives may go to NGOs who allow themselves to be coopted for "pragmatic" considerations.

Since the forces that shape official development cooperation are diverse and sometimes contradicting, it is inevitable that collaboration experiences are a mixed bag, particularly at the ground level. The complexities of development cooperation, seem to indicate that rather than take rigid ideological positions, NGOs could be pragmatic about official aid and critically collaborate with it. Cooperation with official aid does not necessarily force NGOs to abandon their cherished ideals and best practices. They can negotiate for spaces - if only they could also restrategise, reequip and reposition themselves.

There is a growing perception that the market cannot be wished away. Development has no space outside the market. The market does not exclude the poor. NGOs concerned with empowering the poor must, therefore, understand the market paradigm more positively. In order to equip the poor with competencies, NGOs do not have to necessarily negate the market. Rather, the NGO task is to capacitate the poor to stake their claims at the market place. Addressing the basic needs of the majority makes sound market sense, since the penalties of discriminations and deprivations will, in the final analysis, destabilize the market. The market need not be demonised.

Also development funds are getting marketised. NGOs should learn to be efficient and professional in accessing and managing scarce resources since there are competing demands made on it. They should be willing and able to meet stringent market criteria to access official aid : cost-effectiveness, proven organizational and institutional capacity to achieve and monitor results, transparent systems of accountability. Good will is not enough. Even politically oriented NGOs must acquire new competencies so that they can achieve measurable and verifiable results.

If NGOs, committed to public action and capacity building, are not willing and able to respond to the demands of development cooperation changes, the negative fallout will be on the poor. It could lessen the ability of the poor to resist marginalisation. The spaces vacated by their allies could be occupied by those who coopted by the system and hence reinforce peripheralisation. It is incumbent on "political" NGOs to be attentive to the shifts in fund allocation, accessing, managing and accounting. They must develop the clout and strategic sense to collaborate and critique development cooperation.

Obviously, this study focuses on NGOs/CBOs that understand and approach development politically. Such NGOs are far too few in number. Often they are ideology driven. Pragmatism is not their strength. They are skeptical of the validity of managerial approaches and professionalism in the politics of development. Thus study hopes to address the external and internal constraints such NGOs/CBOs will face if they try and access official aid. It will examine to what extent these threats are real and how much of it are only cobwebs in the mind : ideological rigidities, unwillingness and inability to accept new realities and to develop new competencies.

4. Issues To Be Addressed :

The study will facilitate grass root experiences of NGOs and communities of marginalised people to interrogate official development cooperation regarding :

- a) its trends, instrumentalities, relationships, degree and areas of participation
- b) policy regime - stated and unstated - and the forces that shape the policy
- c) the development of the cooperation, its programmatic content, its participation potential, the visibility and access marginalised communities have, its gender equity guarantees, the self-reliance, sustainability and replicability concerns inbuilt, its sensitivity to environmental concerns, human rights, rights of the children, and traditional users of the commons, etc.
- d) the adequacy and appropriateness of planning, monitoring systems, the degree of participation these allow, their sensitivity to differential impacts on poor, on women, etc.
- e) internal effects on NGO's development vision/strategies and internal organisation, the balance between charisma and professionalism
- f) external ramifications : the way the NGOs redefines its relationship with communities of marginalised people, with other NGOs (including northern NGOs), collective processes, people's struggles, the civil society
- g) the consequences for the capacitation of the marginalised communities
- h) consequences for the autonomy of the NGOs, spaces for dissent and alternate praxis

Within this frame, the study will address the following larger issues :

- a) what is the distinctive role of an NGO in development collaboration? Why? Can this role be now played by other institutions (local bodies, community based organisations)?
- b) if such distinct roles indeed exist, what is the space, autonomy and support that the NGO requires to be effective? Do emerging trends in development cooperation guarantee such spaces or rather impinge on them? How? Why?
- c) to what extent are NGO experiences in development cooperation the consequence of its political options? What perceptions do different NGOs have on development and on collaboration? To what extent does this position influence perspectives/experiences under (a) and (b) above?
- d) to what extent are NGO experiences in development cooperation the consequences of their work style, ethos, competencies, capacities? What credibility does the NGO enjoy? What erodes that credibility? Why?
- e) to what extent do the nature of the state and the market agenda define and shape the nature and areas of collaboration? To what extent are these being countervailed? by whom? how? What is the bargaining power of the parties involved in collaboration?
- f) what are the strengths/limitations of existing collaboration institutions? Why?
- g) in collaborative arrangements what can be the relation between peoples organisations/local governance institutions and NGOs? What are the dynamics that impact this collaboration?

- h) is it possible/feasible for all types of southern NGOs/CBOs to access official aid? Are there spaces within official development cooperation for political action? Can "political" NGOs/CBOs professionalise themselves without compromising their commitments? Or is it more the question of mind sets, posturing and work styles of NGOs?
- I) what are the options before NGOs whose development concerns do not converge with those of official aid:
- * abandon/compromise their development commitments and become more pragmatic about the market?
 - * if some logic/scope does exist for accessing official aid, what are the ways NGOs/CBOs could re-strategise themselves to access it? Are NGOs/CBOs prepared for the implications and consequences of such choices? Or is it yet another instance of "grapes are sour" rationalisations?
 - * if collaboration is not possible/feasible, what other alternate options exist? Can resources be fully mobilised from communities of the marginalised that NGOs are working with? Are NGOs/CBOs prepared to accept the consequences?
 - * what is the role, relevance and legitimacy of northern NGOs?

5. Study Design :

While there could be positions and hence an assumption framework to a study of (official) development cooperation, the study consciously adopts an empirical and exploratory design. Rather, than fit realities into ideological frames, the study will facilitate experiences of the NGOs and the marginalised communities to interrogate development cooperation concepts, policies and institutions.


This documentation and analysis of ground experiences and their cross-NGO comparison/validation will, hopefully, lead development practitioners/thinkers to a theoretical understanding of official aid - its dynamics/compulsions and also its opportunities/threats.

By correlating the (varied) experiences of each NGO with its development understanding and organisational/institutional vehicles, the study can provide insights into strategy options before "political" NGOs/CBOs:

- * areas where access to official aid is desirable, possible and feasible
- * in case they wish to tap the opportunities official aid offers, how to reequip themselves both for accessing the funds and to minimise the casualties for their organisations and for communities they work with
- * in case they opt not to access official aid, strategies for accessing alternate sources

The case studies and the critique of data that flows out of them, will support :

- * NGO thinking and strategisation on official aid
- * inform advocacy/lobbying for influencing official funding policies and instruments towards empowering and capacitating the marginalised.



Status Report on NGO-Business Engagement of Cordaid Partners

Pranjal Jyoti Goswami
Manager Projects

OBJECTIVES of the Study

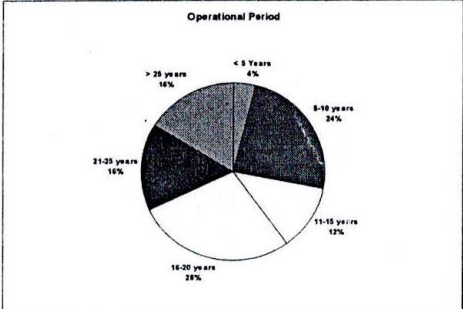
- Determine the status of NGO-Business engagement among the Cordaid partners and evaluate the level of engagement.
- To build capacities of NGO partners of Cordaid in India to conceptualise and strategise their engagement with private sector

2

Key Observations

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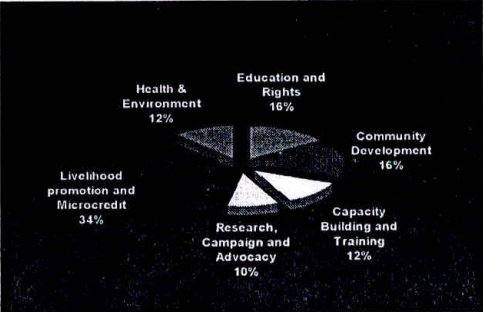
Operational Period



Operational Period	Percentage
< 5 Years	4%
6-10 years	24%
11-15 years	12%
16-20 years	25%
21-25 years	16%
> 25 years	16%

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Thematic Area



Thematic Area	Percentage
Livelihood promotion and Microcredit	34%
Health & Environment	12%
Education and Rights	16%
Community Development	16%
Research, Campaign and Advocacy	10%
Capacity Building and Training	12%

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Engagement with Stakeholders

<h4>Major Primary Stakeholders</h4> <ul style="list-style-type: none"> • Community • Small Farmer/ Worker • Disadvantaged groups 	<h4>Major Secondary Stakeholders</h4> <ul style="list-style-type: none"> • Government • Industry Association • Individual company/ Bank • Donor agency
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The Need

- Identification and mapping of key stakeholders
- What specific role each stakeholder may play in achieving goals
- Need to analyze Impact on the stakeholders or by the stakeholder
- Assessment of interest and expectations between stakeholders

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Level of NGO-Business Engagement

Engagement	Response
Public Pressure/ campaign	24%
Gather intelligence/ Research	52%
Fund Raising	40%
Innovative Solutions/ Community Development	48%
Responsible Business Practices	28%
Structural Changes in Society	36%
Image Building	24%
Institution Building	24%

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Key observations

- Limited engagement with the private sector
- Nature of engagement is mostly activity specific
- No strategic NGO-Business partnerships
- Fund raising

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The Need

- Strategic and formal partnership
- Understand the Private sector & the broad framework of CSR
- Analyze what resources/expertise both can share
- Analyze risks and opportunities for both the sectors

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The Bottlenecks

- Conflicting Ideology
- Low priority for engagement with private sector
- Potential opportunities have not been explored
- Limited in-house expertise

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Reason for Engagement

- Business has the resources, infrastructure and necessary mandate to work for social changes
- It can generate job opportunities
- Private sector can supplement government initiatives
- Business sector can enhance market access for the indigenous products.

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Scope of Future Engagement

- Livelihood promotion, marketing indigenous products
- Poverty eradication
- micro finance business, raising funds for marginalized community
- Tie-up with business community for better market opportunities
- Environmentally sustainable industrial development
- Health, education and empowerment of youth
- Community Health Programme, sanitation and waste management
- Agri-business promotion

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Conclusion

- NGOs are willing to build partnership with the business sector. This is an apparent indication of paradigm shift from the civil society perspective and will spell out greater benefits in future
- Prepared to analyze the opportunities that business sector can bring to the social development agenda
- Capacity needs to be build among the partners towards formal engagement with the business & create a win-win situation. 14