

NGOs and the Bank:

**Incorporating FY95 Progress Report
on Cooperation Between
The World Bank and NGOs**

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NGOs AND THE WORLD BANK ¹

(Incorporating FY95 Progress Report on Cooperation between the World Bank and NGOs)

Executive Summary

Part I of this report examines the relationship between nongovernmental organizations (NGOs) and the World Bank, and looks at ways to strengthen the relationship. Part II constitutes the annual progress report on Bank-NGO cooperation. It looks at how this relationship has played out over the course of the fiscal year 1995.

Part I: NGOs and the Bank

Background

The increasing strength and influence of civil society is a powerful global trend of importance to the Bank and its members. Nongovernmental organizations (NGOs) in the development field are a vital element of this civil society.

NGOs are important to the Bank for many reasons: many have skills and contacts that are relevant to the Bank's mission of environmentally sustainable poverty reduction; they can be important operational partners with the Bank; their alternative analyses of pivotal development issues can be very useful; and they have wide influence among decision makers and public, particularly in donor countries. The Bank can be important to NGOs by providing opportunities for collaboration and dialogue with their governments; ensuring enhanced resources for "scaling up" or replicating proven NGO approaches; providing information relevant to local, national, or international development strategies; and encouraging governments to provide a more enabling environment for civil society.

Operational Links with NGOs

The Bank now has considerable (though mostly recent) experience of operational collaboration with NGOs. Of Bank-financed projects approved in FY95, 41% involved NGOs, compared with an average of 6% for those approved between FY73 and FY88. NGO involvement is now often sought in economic and sector work, country strategy planning, and all stages of the project cycle. NGOs' input has been particularly valuable in identifying and designing projects, conducting consultations with affected communities, carrying out environmental assessments, designing participatory approaches, disseminating project information, acting as financial intermediaries in channeling project resources to poor people, improving service delivery to hard-to-reach communities, training project staff, and even cofinancing.

Policy Dialogue with NGOs

¹ The preparation of this paper (particularly Part I) included extensive consultation within the Bank and with NGOs. This included discussion at the Policy Review Committee (June 13, 1994) and at the NGO-World Bank Committee.

The foci of debate have been: structural adjustment; the environment; issues of social policy, participatory development, and the Bank's governance, including its disclosure policy; grievance procedures for project-affected people; and portfolio management. Though the dialogue has been strained at times, it has influenced many aspects of the Bank's reform agenda.

Key Issues and Opportunities

To realize the full potential of partnership with NGOs, the Bank needs to be careful and sensitive in the selection of NGOs to work with, focusing on developing country NGOs and NGOs with considerable grassroots experience; for this, it needs to develop capacity in resident missions for working with NGOs. In such partnership the Bank needs to involve governments fully with the aim of fostering constructive “trialogue” among government, NGOs, and the Bank, and it must ensure in its business procedures (e.g., contracts and procurement) that there is sufficient flexibility for involving NGOs, including community-based organizations. It must also improve its listening skills, and be more painstaking in explaining to its diverse shareholders why the involvement of NGOs is important.

Current Priorities

Dialogue and partnership with NGOs have been ongoing for many years, but have been enhanced dramatically throughout the Bank during the last 12 months, particularly at Resident Mission level. A program of appointing staff with responsibility for NGO liaison and partnership is well underway (32 out of the Bank's 71 Resident Missions now have such specialists). Intensive efforts are being made in a number of countries to improve the dissemination of Bank information to civil society, including through establishing “Public Information Centers” and translating materials into local languages.

The Bank has made greater efforts to consult NGOs on policy issues, through strengthening the NGO-World Bank Committee, establishing specialist fora (for example the External Gender Consultative Group and the Working Group on Information Disclosure), and through international consultations on key policy documents.

The Bank has also put more emphasis on helping to strengthen the NGO sectors in borrowing countries. Firstly, programs of EDI and other Bank initiatives offer opportunities for NGO organizational development. Secondly, the Consultative Group to Assist the Poorest offers funding opportunities for NGOs, and other funding mechanisms are being considered. And thirdly, efforts are being made in a number of countries to help governments develop a more enabling policy and legislative environment for NGOs, as part of the Bank's emphasis on “good governance”.

There is now ample evidence that by working together, the Bank and NGOs can accomplish more than by working separately. The Bank has taken the first steps to forge solid working relationships. The challenge now is to mainstream these efforts throughout the Bank.

Part II: Progress in Fiscal 1995

This constitutes the thirteenth annual progress report on cooperation between the World Bank and NGOs in the areas of operational collaboration, economic and sector work, and policy dialogue.

Operational Collaboration

In fiscal 1995, there continued to be significant NGO participation in Bank-financed projects. Of the 242 projects approved by the Board, a total of 100 (approximately 41%) contained some provision for NGO involvement. The largest percentage of NGO-involved projects are found in South Asia and Africa and, sectorally, the largest proportion (29%) of projects with NGO involvement continues to be in the Agriculture and Rural Development sector. In FY95, NGO involvement tended to take place most frequently in the implementation (78%) and operations and maintenance (O&M) (41%) stages of the project cycle. In over 52% of projects, NGOs have also played a significant role in the design of the project and, in 15% of cases, shared responsibility for the identification of the project. The Bank worked with many different types of NGOs in the 100 projects: 81% of the projects involved national (indigenous) NGOs, 42% involved grassroots organizations, and 18% involved international NGOs.²

Major developments of in FY95 include: strengthening NGO relations at the field level through was the establishment of NGO liaison/social analysis posts in many of the field offices of the Africa and Latin America and Caribbean Regions; the publication of a practical guide for task managers to operational collaboration between the Bank and NGOs; a series of workshops on NGO involvement in the project cycle; and the establishment of a joint Bank-NGO Task Force on Operational Collaboration.

The Participation and NGO Group (formerly known as NGO Unit)³ is a central source of NGO-related information, expertise and outreach. The Group's major functions include: (i) facilitating operational collaboration, particularly the upstream involvement of NGOs in project design and promoting the participation of project beneficiaries; (ii) making Bank-NGO policy dialogue as constructive as possible; (iii) providing information to Bank staff and others about NGOs; (iv) monitoring Bank-NGO collaboration and documenting lessons learned; and (v) helping foster a more positive policy environment for NGOs in developing countries.

Economic and Sector Work

Economic and Sector Work (ESW) is emerging as an area for increased Bank-NGO cooperation. It is an opportunity for the Bank to broaden its knowledge of NGOs, and to engage NGOs in research and study activities on a broad range of development issues. In FY95, NGO-related initiatives in ESW included Participatory Poverty Assessments (PPAs), the launching of two studies on the NGO-State relations, and an in-country NGO assessment.

² These percentages reflect the numbers of projects involving the different types of NGOs out of the total number of NGO-involved projects. Since more than one type of NGO may be involved in any one project, these figures do not add up to 100 percent.

³ Please note that, effective January 1, 1996, the NGO Unit moved to the Poverty and Social Policy Department (PSP) in the Human Capital Development Vice Presidency (HCDVP) and joined the Participation Group. Hereafter, and for simplicity's sake, it will be referred to as the NGO Group.

Broader Policy Dialogue

The rapidly expanding collaboration between the World Bank and NGOs is not limited to operational work alone. NGOs also play a significant role as advocates for policy change. The on-going negotiations on the eleventh replenishment of the International Development Association (IDA), the concessionary funding source available to the poorest countries, for example were one of the main points of interaction in FY95. Most of the themes highlighted in Part I (such as participatory development, the environment, et al) continued to be important issues in the policy dialogue in FY95.

The NGO-World Bank Committee, the oldest and most established forum for policy dialogue between the Bank and NGOs, held its thirteenth annual meeting in Washington, D.C. in October 1994. NGO members stressed the need for equitable growth as essential for poverty reduction, and for promoting more efficient growth. They encouraged the Bank to do more to address the impact of market failures in developing countries and the disproportionate impact that this has on the poor. A decision was made to replace the Spring meeting of the Bank-NGO Committee with a series of regional meetings to broaden the spectrum of participating NGOs.

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PART I - NGOs AND THE BANK

1. Background

In recent years, a new relationship has developed between the Bank and nongovernmental organizations (NGOs). NGOs have become increasingly interested in Bank project and policy work. At the same time, they have become much more significant to the Bank in offering important new partnerships in poverty reduction, analysis, and participatory approaches. Understanding the “NGO phenomenon”—why many NGOs have become interested in the Bank and are critical of it, and which NGOs the Bank is most likely to establish a partnership with—is an important starting point for considering how to strengthen such partnerships.

The NGO Explosion

The NGO sector has mushroomed over the past two decades: it is now a key actor in development assistance. The programs of international NGOs doubled in real size between 1975 and 1985; by 1993 they represented 14 percent of all development assistance, or \$8.5 billion per annum. NGOs are deriving an increasing proportion of their total funding from official development assistance (ODA); ODA provided 1.5 percent of international NGO income in 1970, and 30 percent in 1993. Including food aid, OECD donors now channel about 5 percent of their ODA through NGOs; and at least one country, the United States, so channels 11 percent of its ODA. These developments are reflected in rapid growth in the sector in borrowing countries: for example, there are an estimated 18,000 registered NGOs in the Philippines and 3,000 in Brazil; in India, registered NGOs handle \$520 million per year, or 25 percent of all external aid.

This growing role has been reflected in Bank operations. Among Bank-financed projects approved between FY73 and FY88, only about 6 percent involved any form of collaboration with NGOs; 41 percent of projects approved in FY95 involved such collaboration. Often, NGO collaboration is no more than a minor role during the project implementation stage, however the depth of NGO involvement has increased in recent years. The scope of collaboration (which is most extensive in Africa) has broadened to include most major sectors and all products at all stages of Bank involvement.

A Typology of NGOs

The term “nongovernmental organizations” embraces a myriad of different types of agencies. At its broadest, it includes all civil society organizations, that is, all groupings of individuals that fall outside the public and for-profit sectors, whether legally constituted or informal, established or transient. In this paper we restrict our focus to organizations that work in the fields of development, welfare, and environmental protection or that comprise or represent poor or vulnerable people. Even within this definition, it is important to distinguish different categories of NGOs. The Bank interacts principally with two main groups of NGOs:

- (a) *Operational NGOs*, whose primary purpose is running or funding programs designed to contribute to development, environmental management, welfare, or emergency relief. These include international organizations, typically headquartered in developed countries; national organizations which usually operate in individual developing countries often as

intermediary NGOs; and community-based organizations (CBOs), which serve a specific population group in a narrow geographic area.

- (b) *Advocacy NGOs*, whose primary purpose is advocating a specific point of view or concern and which seek to influence the policies and practices of the Bank, governments, and other bodies. These are based mostly, but not exclusively, in developed countries. Indeed a number of very effective developing country based advocacy NGOs are now emerging. They are effective at networking internationally, and they increasingly draw evidence from partners based in developing countries.

The differences between these types of NGOs should not be viewed as rigid, however. While some NGOs concentrate on relief and service delivery and have virtually no analytical or policy function, and some are lobbying NGOs with no operational base, the majority fall somewhere between these extremes. Operational NGOs and CBOs usually have more field-level experience that is relevant to the Bank; but thoughtful, well-connected advocacy groups may also offer invaluable grass-roots insights and challenge conventional thinking. Similarly, local branches of international NGOs may have a good record in participatory approaches and may therefore be effective partners in some situations.

In earlier years it was mostly advocacy organizations in industrialized countries that sought to challenge or influence the Bank's policies. Recently, however, many of the larger international NGOs (such as Oxfam, World Vision, and Save the Children) have devoted more resources to policy analysis and lobbying, and advocacy groups and networks have emerged in developing regions (e.g., the Third World Network, the Asian NGO Coalition, the Forum of African Voluntary Development Organizations, and the Inter-Africa Group). The distinction between advocacy and operational NGOs is now less clear. At the same time, the early dominance of environmental NGOs in the Bank-NGO dialogue has become less pronounced as new categories of advocacy groups, such as energy NGOs and human rights and women's organizations, arrive on the Bank's stage.

The Bank's Interest in NGOs

The Bank's agenda has become more complex in recent years as it has given greater prominence to issues of poverty, participation, gender, environment, governance, capacity building, and implementation quality. The Bank's portfolio is also undergoing a significant shift toward financing the social sectors, conservation programs, and policy reform. The Bank's agenda has become more complex in recent years as it has given greater prominence to issues of poverty, participation, gender, environment, governance, capacity building, and implementation quality. The Bank's portfolio is also undergoing a significant shift toward financing the social sectors, conservation programs, and policy reform. For example, in the period fiscal 1981 to 1983, the Bank's total lending for human capital development averaged 5 percent of lending, but by fiscal 1993-1995, it equaled 16 percent of lending. The Bank is now the largest external provider of resources for social investment in the developing world. The Bank's environment program is the world's largest program of environmental investment, totaling 10.7 billion dollars in fiscal 1995. In fiscal 1985, there was one active environmental project in the portfolio while the fiscal 1995 environmental portfolio numbers 137 active projects. Much of the broadened agenda involves areas in which many NGOs have clear strengths. NGOs often work closely with vulnerable groups and the poor; many give priority to helping poorer groups make development decisions and allocate resources. They often are energetic in ensuring that women are fairly represented in decision-making; have insights to the trade-offs and complementarities between environmental protection

and the needs of indigenous populations; emphasize protecting vulnerable groups from capricious actions and improper practices of local officials and the elite; and help central and local government increase their capacity. They are often able to help governments, the Bank, and others to identify problems in the implementation of their programs.

Tapping into this NGO know-how is the principal reason why the Bank should build up more effective partnerships with NGOs. Proficient, experienced NGOs are on the front line of development and they understand its complexity. By interacting consistently with them, the Bank can both broaden NGOs' awareness of its development work and draw on their capacities to enhance its own development impact, particularly in the areas of poverty reduction and environmental sustainability. For example, the series of workshops initiated in Tanzania, Argentina, India, and other countries explain to NGOs the Bank's project approaches and therefore pave the way to fuller collaboration. The Bank also needs to give greater priority to working with governments to improve the environment for NGOs and civil society, and to collaborate more effectively with NGOs. A number of themes in the Bank's policy work are directly applicable to improving NGO impact (such as the importance of stable, non-discriminatory and clear regulatory rules, fair tax regimes, etc.). Relevant examples are the studies and policy reflections on NGO-state relationships that the Bank has launched jointly with government and NGOs in Indonesia and Bangladesh.

Another important aspect of Bank-NGO relations is the key political role of the NGO community. NGOs, especially those whose activities include advocacy and public education, can play an important role in maintaining a positive climate of public opinion and the necessary international support for development assistance (including for IDA). Sustained support for the Bank by the NGO community will depend on the Bank's commitment to its poverty alleviation agenda and its ability to work more effectively with NGOs.

NGO Interest in the Bank

NGOs interact with the Bank in a variety of ways. The three driving interests can be identified as operational partnership (resources, influencing government's policies, and influencing the Bank's policies. Some pursue more than one of these. First, many view the Bank as a large presence in the development field, and as a source of expertise and financing, and they are anxious to be involved in Bank operations, often through contracts to implement projects.

Second, some NGOs are attempting strategic use of their experience to achieve a greater impact than is possible through direct programs alone. They aim to encourage governments and official agencies to adopt approaches that they have pioneered, to use them as partners in service delivery, and to listen to their advice on matters of policy. They sometimes find it effective first to initiate a relationship with the Bank and through that relationship to forge a strategic link with the government in question.

Finally, some NGOs seek to change Bank policies and approaches. International environmental and development lobbyists have shifted their attention toward the Bank because of its influence on development strategies. They want their views to be considered and reflected in the Bank's work across the development world. Many of these NGOs are critical of the Bank. While in the past they typically viewed multinational corporations and colonialism as the primary sources of developing countries' exploitation, now they describe the Bank as using structural adjustment to co-opt developing countries into a global marketplace that serves the world's wealthy, overlooks the needs of the poor, and damages the environment.

2. Operational Links with NGOs

Working with NGOs: A Practical Guide to World Bank-NGO Operational Collaboration (produced by the NGO Group) describes many examples of Bank-NGO partnership in practice, as do successive years' Annual NGO Progress Reports (see the second half of this paper). These documents conclude that there has been a rapid expansion in operational collaboration, and that it is good business practice for Bank staff to work closely with experienced NGOs—especially developing countries NGOs—and CBOs that have intimate knowledge of development issues and who can help further the Bank's concern to strengthen participatory development. This section summarizes the Bank's experience in collaborating with NGOs. (For further details, please see Part II of this report and "Working with NGOs").

Bank Experience with NGOs

Working with the Bank, NGOs have helped introduce participatory approaches, strengthened transparency and accountability at the grass-roots level, improved the efficiency of service delivery, ensured better targeting of project benefits to the poor, and piloted innovations. By working with carefully selected NGOs, the Bank has often been able to help governments better use the skills and experience of NGOs and has contributed to increasing mutual confidence. The Bank has developed operational links at three levels: the economic and sector work level, the country level, and the project level.

Economic and Sector Work Level. A 1995 analysis of economic and sector work (ESW) by the Operations Policy Department (OPR) demonstrated the importance of participation by governments and other stakeholders in fostering local ownership as a precondition of successful Bank-financed projects. Participatory approaches have a particularly important role in analyzing the needs and concerns of diverse vulnerable groups, determining the likely or appropriate degree of community involvement, and disseminating ESW to ensure broad political support for development activities, better identification of gainers and losers, and improved design of compensation policies. ESW task managers are increasingly balancing more traditional quantitative analysis with qualitative research methods in order to assess the perceptions of local populations. Many NGOs are ideal partners in such research because they either are skilled in participatory approaches or have broad contacts at the grass-roots level. Beneficiary assessments and participatory rural appraisal techniques have greatly strengthened many poverty assessments (see "Participation in Poverty Assessments," OPRPG, 1994); NGOs have contributed to women-in-development assessments (e.g., in Morocco); and NGOs have frequently helped identify local people's usufruct needs in the development of forest sector strategies. It has often proved useful to include an experienced NGO consultant on an ESW mission: with the help of such specialists, a CEM mission to Zimbabwe was able to gain insights into poor people's concerns regarding cost recovery in the health service, and a mission considering poverty and adjustment in Mongolia was better able to appreciate the heterogeneity of the poor. Even when NGOs are not formally involved as consultants or researchers, their advice and experience are often invaluable: for example, interested NGOs added important insights to both the Madagascar and Uganda poverty assessments.

Country Level. The Bank has long played a special role among donors in leading the policy dialogue with governments. A powerful trend of the 1990s has been the increasing importance of civil society in overall policy formulation throughout the developing world and transition economies. This phenomenon is important for the Bank. Experienced NGOs, recognizing the importance of sound country strategies, are increasingly involved in discussions of development

strategy, especially in the areas of poverty and the environment. The Bank is uniquely placed to promote this involvement. For example, in Mali, the Bank, the government, and NGOs jointly organized a major workshop on strategies for reducing hunger (in follow-up to the Bank's "Overcoming Global Hunger" Conference of December 1993) in which the Prime Minister and other government ministers agreed to launch a major new program of food security together with NGOs. In Bangladesh, NGO representatives have been included in a high-level working group on poverty, and in Zambia and Ghana, NGOs have been involved in participatory poverty assessments and thus have been prominent in the discussions between government and donors about poverty strategies. In a number of countries, NGOs have been involved in debating national Environmental Action Plans.

Project Level. The involvement of NGOs can be sought at any point in the project cycle. The Participation and NGO Group (in PSP) is now attempting to evaluate Bank staff members' experience in this regard. It is clear that staff who have involved NGOs in past projects are most likely to plan NGO involvement in new ones—an indication that the outcomes are generally regarded as positive.

At the identification and design stage, NGOs may be involved in assessing environmental or social impacts, organizing public consultations, advising on aspects of project design (such as service users' associations), and helping communities articulate their concerns about or desires for an upcoming project. This involvement can help staff ensure that the project is tailored to the needs of local people and avoids potential social or environmental problems. For example, working with developing country NGOs and CBOs has enabled planners for Pakistan's Ghazi-Barotha dam to minimize resettlement and environmental problems and, together with affected communities, sensitively design mitigation measures.

NGOs are most commonly involved in projects during implementation. NGOs with local knowledge may be contracted to deliver project services (such as family planning services within population projects), to effect the required mobilization of communities (e.g., in immunization programs), or to manage project components. For example, in the Burkina Faso Population and AIDS Control Project, NGOs played a key role in reaching high-risk populations. NGOs can also be financial intermediaries, as in many social funds and social action programs. NGOs may be uniquely placed to provide training: for example, NGOs are working with indigenous people in natural resources projects in Amazon, in microenterprise development for women in the WEMTOP program, and in improving the capacity of civil servants to work with rural communities in Ghana.

Though NGOs are rarely involved formally in monitoring and evaluation (the midterm review of the Fourth Livestock Development Project in Ethiopia and the impact evaluation of three transmigration projects in Indonesia are some examples), it is increasingly common for Bank supervision missions to consult with NGOs on the ground. This has been the case, for example, with many projects involving large-scale resettlement. NGOs may be involved as project partners in other ways, such as cofinancing; for example, Rotary International funded a polio vaccine plant within a Bank-financed polio eradication project in China.

NGO Strengths

In working with NGOs, the Bank is able to draw on several areas of strength that can have a great impact on Bank work:

- (a) *Innovation and Piloting*: The FONCODES project in Peru has demonstrated how an effective social fund can be built upon a model demonstrated by a consortium of national NGOs; and in Yatenga, Burkina Faso, Oxfam's program of "water harvesting" has served as a pilot for Bank operations in soil and water conservation throughout the Sahel.
- (b) *Local Accountability*: NGO involvement in government health programs has ensured that health workers are not abusing their positions; for example, in Uganda some bilaterals chose to channel aid through NGOs to reduce under-the-counter sale of drugs.
- (c) *Responsiveness*: NGOs can often help ensure that projects are responsive by organizing consultations with affected communities and monitoring.
- (d) *Participation*: NGOs can act as interlocutors between project authorities and communities. For example, Orangi in Karachi implemented a widespread sewerage project that was more effective, more sustainable, and considerably cheaper than an equivalent public utility project because it engaged local people in managing the project and in cleaning their neighborhood.
- (e) *Sustainability*: NGOs, as structures that are not linked to government, can provide continuity where governments are weak and prone to rapid change.

Not all NGOs have such strengths, however, and collaboration with NGOs is not successful in all projects or relevant to all sectors. Some NGOs have not been able to deliver what was hoped for, and irreconcilable differences in approach have led to collaboration being discontinued (e.g., in an agricultural credit program in Niger, CARE did not agree with the Bank's insistence on certain eligibility restrictions). Bank staff have found that establishing clear objectives and procedures for collaboration at the outset is as important as careful NGO selection.

3. Policy Dialogue with NGOs

The aspect of NGO relations that has proved most difficult for the Bank has been interaction on matters of development policy. While advocacy NGOs have tended to dominate the dialogue, and some NGO lobbyists have made fierce attacks on the Bank, many operational NGOs have joined in the criticism. This pressure has concentrated on three operational areas:

- (a) *structural adjustment*, its social and environmental costs, and what is perceived as a "structural adjustment paradigm" that many NGOs believe dominates Bank work; a related issue is the need for debt relief, especially on multilateral debt;
- (b) *environmentally sustainable development*, including forestry policies, energy production and efficiency, conservation of natural habitats, environmental assessments, Environmental Action Plans, the Bank's contribution to "Agenda 21," and the workings of the GEF; and
- (c) *social policy*, including popular participation, gender, equity, direct poverty reduction (human resource operations, participatory poverty assessments, the poverty progress report, hunger reduction programs), microcredit, resettlement, indigenous peoples, and human rights.

In addition, there has been pressure for major institutional reforms to the Bank's governance, specifically the following:

- (a) *transparency*: expanding the disclosure policy and strengthening its implementation; translating basic project documents into local languages and key Operational Policies into major languages; active dissemination of information within developing countries;
- (b) *accountability*: monitoring the Bank's response to issues raised by the Task Force on Portfolio Management, the MDB Task Force and the Quality Assurance Group; developing improved indicators of development impact; changing the culture of the Bank and its reward system to emphasize delivery of stated Bank priorities; and
- (c) *participation*: ensuring that the politically weak have a voice in Bank-financed operations, through Bank and government consultations with affected communities and appeals to the Inspection Panel; ensuring the right of project-affected people to receive just compensation; recognizing the importance of stakeholder participation in development decisions as well as implementation; and focusing greater Bank attention on human rights considerations.

The Bank's disclosure policy, the program of action on participation, and the establishment of the Inspection Panel all illustrate that NGOs have provided impetus to the Bank's reform agenda. They also reveal that the Bank has the capacity to respond to external concerns. The Bank's disclosure policy, which offers substantial information to the public, goes considerably further than do most other development agencies, governmental bodies, and indeed most NGOs; and the Inspection Panel sets a precedent among international organizations. The Bank's increasing work on governance issues is also noteworthy but has received less attention from Bank critics.

4. Key Issues and Opportunities

Existing policies already allow considerable opportunities for partnership with NGOs. This section describes the key issues the Bank faces in realizing the full potential of that partnership.

NGO Selection Process

In most countries there are many NGOs, but the Bank cannot interact with all of them--it needs to be selective. To select NGOs that are best placed to help it accomplish its work, the Bank can often rely on the NGO community itself--for example, on networks, consortia, and the recommendations of proven partners. The Bank also needs to build its own capacity to evaluate NGOs, especially in the resident missions. The most important selection criteria are as follows:

- (a) *Skill and capacity*: which NGOs have the necessary sectoral, social, or geographic expertise, can undertake the scale of operation envisaged, and have a proven track record, in particular of working with poor citizens? (NB: large scale does not necessarily make an NGO a desirable partner, often the reverse. But the resources, staff and management capacity must be compatible with the task at hand).
- (b) *Governance*: which NGOs are well-managed and reliable, have well-developed systems of accountability and transparency, are not aligned to a political party, and are free of nepotism?

- (c) *Legitimacy and credibility*: which NGOs are acceptable to government and other partners, have the necessary legal status, and have mechanisms and commitment to ensure real representation of local communities and maximum delegation of decision-making to community level?
- (d) *Shared interests*: the Bank should not assume that NGOs will readily make time and resources available for collaboration. NGOs have their own agendas and plans. In the selection process, the Bank must thus be mindful that collaboration be seen as a mutually beneficial opportunity to work together.

Government Involvement

If development initiatives are to be sustained, governments must be fully involved in collaborative partnerships with NGOs. By fostering a “trialogue” among the Bank, the government, and NGOs, staff have often helped bring about substantial collaboration between the public and NGO sectors. In Uganda, for example, a Bank study of the NGO sector revealed many aspects of the operating environment that hampered the contribution of NGOs and caused mistrust between them and the government. This study, and subsequent workshops on the findings, helped the government strengthen its relations with NGOs. In the Philippines, the promotion of NGO-government partnership at the municipal level has been an important feature of a health program

Flexibility in Contracts and Procurement

Strict interpretations of business practices and time-consuming internal Bank reviews are likely to hamper creative partnerships with NGOs. Staff need to be informed about, and to use, the considerable flexibility the system allows. For example, there are simpler procurement rules to ensure more effective community participation (see *Working with NGOs: A Practical Guide to Operational Collaboration Between the World Bank and NGOs*, March 1995; and “Procurement and Disbursement,” a paper prepared for the Workshop on Participatory Development, May 1994). In 1994-95, OPR organized a task force of staff, and experienced NGOs to study the Bank's business practices and recommend ways to facilitate Bank-NGO collaboration. The work of this task force (which included assisting in the preparation of “Working with NGOs” and revising the old Operational Directive on NGOs) is now concluded.

Better Listening

By changing Bank policies, the Bank has acknowledged the validity of some NGO criticism. The Bank needs to be less defensive, more open to issues that NGOs raise, and more active in seeking the guidance of NGOs with relevant experience. For example, the Bank has held productive consultations with NGOs in drafting a number of policies particularly in the environmental and social policy arenas (such as forest policy, energy, resettlement, indigenous peoples, environmental assessment and water policy). It has become recognized as good practice in the drafting of policies for the departments concerned to counsel the advice and comments of relevant specialists outside the Bank (as well as Bank specialists) before presenting the draft policy to the Board. When there is relevant expertise within the NGO community, special consultations are often warranted.

NGOs may also play an important role in helping to ensure that agreed policy is adequately implemented. For example, an informal Bank-NGO working group on disclosure has greatly helped the Bank identify ways of strengthening the implementation of the information disclosure policy.

Differences among Bank Members

The emphasis on participation, public consultation, and constructive dialogue with NGOs and critics is not always compatible with the requirements of confidentiality, achievement of specified development objectives with the requisite government ownership, and maintenance of a close relationship with borrowing governments. Some borrowers, who see that NGOs often have access to Bank information and top managers, may see the Bank as more concerned about the views and interests of NGOs (particularly those in Washington) than their own. Often they resent advocacy NGOs, whom they see as accountable to no one (other than to their Boards or funders), for seeking to impose on borrowers the same standards expected in Part I countries—standards that not all NGOs adhere to themselves, and that may not be compatible with borrowers' individual historical and cultural characteristics. Some borrowing governments may also resent the fact that some Part I governments increasingly consult NGOs and rely on NGO information; some borrowing governments tend to think the Bank and its members are giving too much attention to discussing policies and projects with NGOs.

5. Current Priorities

The practice of working with NGOs has been going on for many years, and the priorities and strategy have remained the same, but the building of partnerships has very much increased, particularly over the past 12 months. The FY95 Progress Report, which comprises the second half of this paper, only captures the very beginning of this period. Mr. Wolfensohn has stressed constructive dialogue and cooperation with all stakeholders in civil society and has interacted extensively himself with NGOs both at headquarters and during his travels.

a. NGO Relations at the Field Level

A particularly important development has been the strengthening of Bank relations within developing countries. Three factors are important in this. Firstly, many Resident Missions have appointed specialist staff for NGO liaison and social analysis. The first such appointments were made in India and Indonesia and over the last 18 months a further 30 such staff have been appointed (in 10 out of 11 LAC missions, in 17 out of 28 Africa missions, in Pakistan, Bulgaria, and Romania). In total, therefore, 32 out of the Bank's 71 Resident Missions now have NGO liaison officers. Secondly, strong efforts have been made, particularly in countries where there is an NGO specialist in the Resident Mission, to develop systematic dialogue with the local NGO community, to broker new working partnerships, and to listen more attentively to their views and concerns. And thirdly, intensive efforts have been made in many countries to improve the dissemination of information to NGOs and the broader civil society. For example, a Caribbean Public Information Center has been established in Jamaica to ensure that the availability of Bank information is similar to that in Washington (see Part II, page 28). In Indonesia, arrangements have been made with six NGOs or academic institutions for the dissemination of Bank information in the major islands of that country. And various Resident Missions are now arranging for important ESW and project documents to be translated into local languages.

b. Dialogue on Policy Issues with NGOs

There has been a parallel strengthening of many central vice-presidency units' relations (CVPU) with NGOs. ESD, for example, has developed bi-monthly meetings with major US-based NGOs and regular interactions with NGOs elsewhere. The Bank now routinely holds international

consultations with NGOs and other specialists during the preparation of major policy documents (such as the WDR and papers submitted to UN summits). An external Gender Consultative Group has recently been established and an informal working group of NGOs as well as Bank staff has guided the implementation of the disclosure policy. In addition, the Bank is planning a joint review with an international group of NGOs, under the auspices of the NGO-World Bank Committee to review (together with governments) the social record of structural adjustment in a number of countries, with a view to learning lessons for future applicability. The Bank has also had intensive discussions with NGOs about enhancing its work in the area of participatory development and has discussed with many operational NGOs how participatory approaches may be used within the CAS process.

While remaining responsive to its dialogue with Part I NGOs, the Bank is making special efforts to reach out to NGOs in developing countries (national, regional, grass-roots, and local branches of international NGOs) to discuss issues of development policy. The NGO-World Bank Committee has been overhauled to improve its links in developing countries. In the mid-1980s, the committee was a unique forum for dialogue with NGOs on operational and policy matters; now, however, the Bank has other interactions with NGOs, and the committee has needed to become more specific. In addition to dialogue on particular policy issues, such as the IDA-11 replenishment and participatory development, the committee is now playing an important role in guiding the Bank's evolving NGO strategy and helping construct more appropriate forums for policy debate. Bank-NGO meetings, especially those held in the context of the NGO-World Bank Committee, are now being organized by region or subregion, (for example, the recent regional meetings in Accra, Manila and Managua).

c. Strengthening NGOs in Borrowing Countries

The Bank is now putting more emphasis on helping to strengthen the NGO sectors in borrowing countries. In addition to fostering enhanced government-NGO-Bank partnership (and a project under preparation in Mali for combating hunger and poverty is an excellent illustration of this) and expanding the provision of information to civil society, there are three initiatives of note. Firstly, EDI has a number of programs which provide opportunities for NGO capacity building. Secondly, the Consultative Group to assist the Poorest has now been established to provide grant funding to NGOs and other providers of micro-finance services to poor people. Other mechanisms are being considered to enhance Bank financial support for NGOs. And thirdly, a program of work has been initiated to help governments develop a more enabling policy environment for NGOs. Studies of this issue have been initiated in Bangladesh, Indonesia, and West Bank/Gaza. And a major analysis of NGO law is underway in preparation of a handbook on global standards and best practice to assist governments redraft or modify their laws governing NGOs.

In recent years, the Bank has emphasized "good governance" as central to strong and equitable development. NGOs can make an important contribution to good governance by (a) contributing to public sector management; (b) helping governments strengthen the accountability of public agencies; (c) disseminating information to the public, and ensuring that the information is widely understood; (d) helping ensure the equitable application of the rule of law; (e) facilitating public debate on proposed development initiatives and policy formulation; (f) supplementing public services; and (g) helping the public (especially its weaker members) influence the quality, volume, and targeting of government services and benefits.

The role that NGOs play in these activities varies enormously from country to country, depending on the policy environment for NGOs (particularly indigenous NGOs). Therefore, to help create an environment that is conducive to sound development, it is appropriate for the Bank to foster a

healthy NGO-government relationship (see *Governance: The World Bank's Experience*, Washington D.C., 1994, and *The State and the Voluntary Sector*, HCO Working Paper No. 12, 1994). Desirable aspects of such a relationship would be: (a) there are no arbitrary obstacles to the forming of NGOs; (b) fiscal, registration, and other regulations concerning NGOs are enabling, predictable, and conducive to local philanthropy; (c) NGOs and the public have ready access to information about development plans, and such information is disseminated widely; (d) NGOs are protected by the rule of law; (e) NGOs have full freedom to comment on the workings of state agencies; and (f) governments and donors work in partnership with and perhaps fund NGOs that have demonstrated effectiveness, particularly in reaching the poor.

PART II - PROGRESS IN FISCAL YEAR 1995

Part I of the report looked at the key issues in the relationship between NGOs and the World Bank, and at opportunities to strengthen the relationship. Part II reviews how this relationship has played out in the course of the fiscal year 1995. This section constitutes the NGO progress report which has been prepared annually by the NGO Group (formerly the NGO Unit)⁴ of the Bank for the past twelve years and is intended to keep Bank management and staff, NGO representatives, government officials, and other interested parties informed about patterns and trends in NGO-World Bank collaboration and dialogue. This section covers the areas of operational collaboration, economic and sector work, and policy dialogue.

1. Operational Collaboration

Operational collaboration continues to be the centerpiece of cooperation between the World Bank and NGOs. As a multilateral agency, the Bank's primary partners continue to be governments. However, in the spirit of tripartite cooperation, ways are being found for NGOs to participate more closely in the design and execution of Bank-financed projects. Operational Directive 14.70⁵ sets forth a framework for involving NGOs in Bank-financed projects, and includes a discussion of both the strengths and limitations which NGOs bring to project work. Operational staff are encouraged to work with NGOs in all stages of the project cycle; although most NGO involvement has been in project implementation, NGOs are becoming increasingly involved in the upstream stages of the project cycle (design and planning) as well. As the Bank moves increasingly towards social sector investment, the expertise of local NGOs has played a much more significant role. In particular, NGO involvement has significantly improved beneficiary participation and can also assist in the design of projects with objectives and goals that truly reflect beneficiary needs.

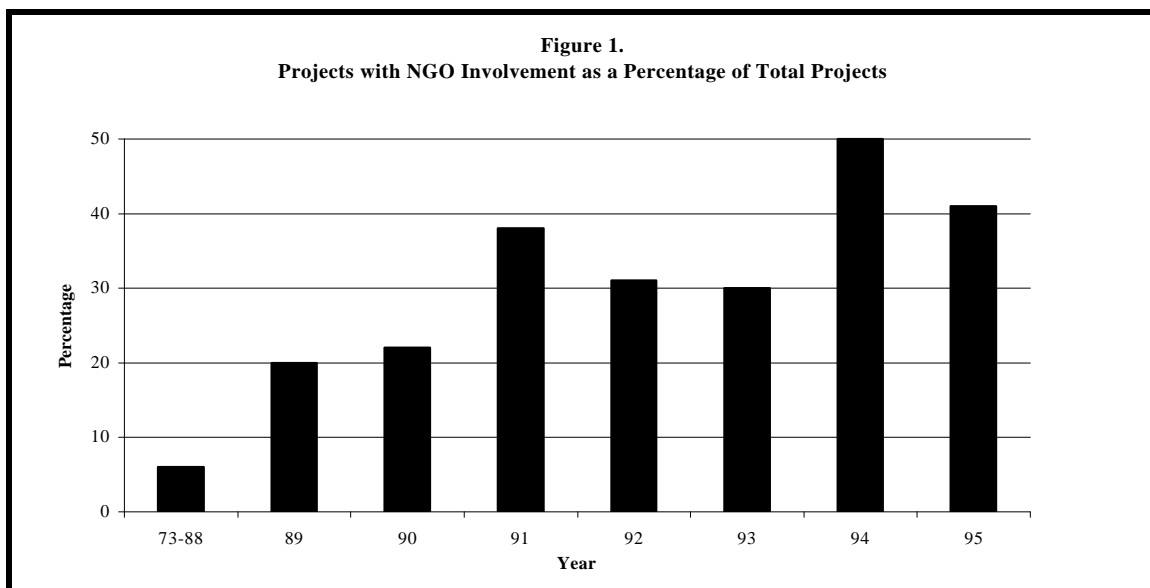
The following section of the report discusses emerging patterns and trends in Bank-NGO operational collaboration during FY95. While statistics can never fully capture the nature and extent of the emerging partnership with NGOs, they do provide a useful benchmark for purposes of comparison. The data presented below look at the regional and sectoral distribution and the nature of NGO involvement in Bank-financed projects. The statistics are obtained from Staff Appraisal Reports (SARs) for projects approved during FY95. The weakness of the data is that they indicate the frequency with which new projects involve or intend to involve NGOs, but say little of the scope or depth of involvement. In addition, not all interaction with NGOs is reported in SARs, and data are not systematically available on NGO collaboration in strategy formulation and economic and sector work (ESW). Where the reports indicate an NGO role, involvement may range from a mere consultation to a major role in design and implementation.

⁴ Please note that, effective January 1, 1996, the NGO Unit moved to the Poverty and Social Policy Department (PSP) in the Human Capital Development Vice Presidency (HCDVP) and joined the Participation Group. Hereafter, and for simplicity's sake, it will be referred to as the NGO Group.

⁵ Operational Directive 14.70: *Involving Non-Governmental Organizations in Bank-Supported Activities*, The World Bank Operational Manual, August 1989. ODs are available at the World Bank's Public Information Centers (PICs) located in Washington, Tokyo, London, Paris and Jamaica, as well as in World Bank field offices. The Bank is in the process of replacing all ODs with OPs—or Operational Policies—which are short statements of policy.

Patterns of Bank-NGO Operational Collaboration

In fiscal 1995, NGO participation in Bank-financed projects continued to be significant. Of the 242 projects approved by the Board, a total of 100 (approximately 41%) contained some provision for NGO involvement. Although this percentage is a decrease relative to the previous year, Figure 1 below shows the continuation of the general trend that has emerged in the wake of the Bank's systematic effort to increase NGO participation in operations. Between FY73 and FY88, there was NGO involvement in 6 percent of total Bank approved projects for that period. In the last six years, from FY89 to the present, that figure has risen to an average of 31 percent—reaching a peak of 50 percent in FY94. Part of the fall from FY94-95 was due to the higher number of projects in sectors with traditionally low levels of NGO involvement approved in FY95, and part may be ascribed to statistical variations on an otherwise upwards trend.

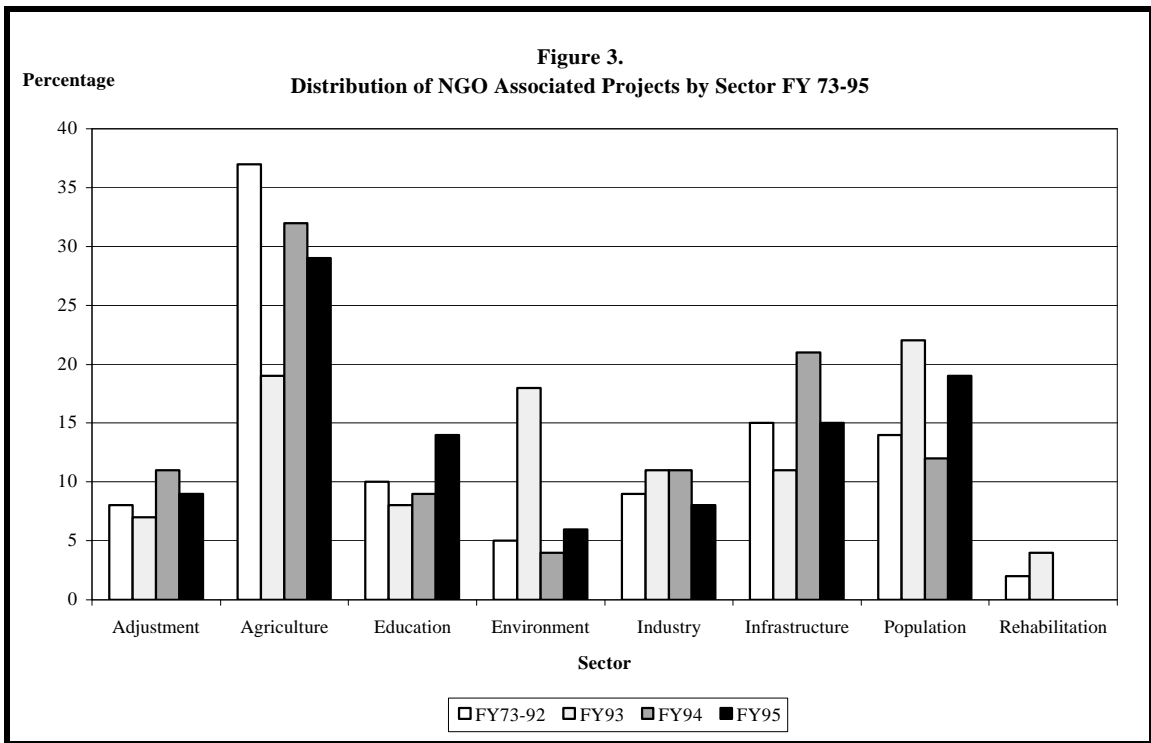
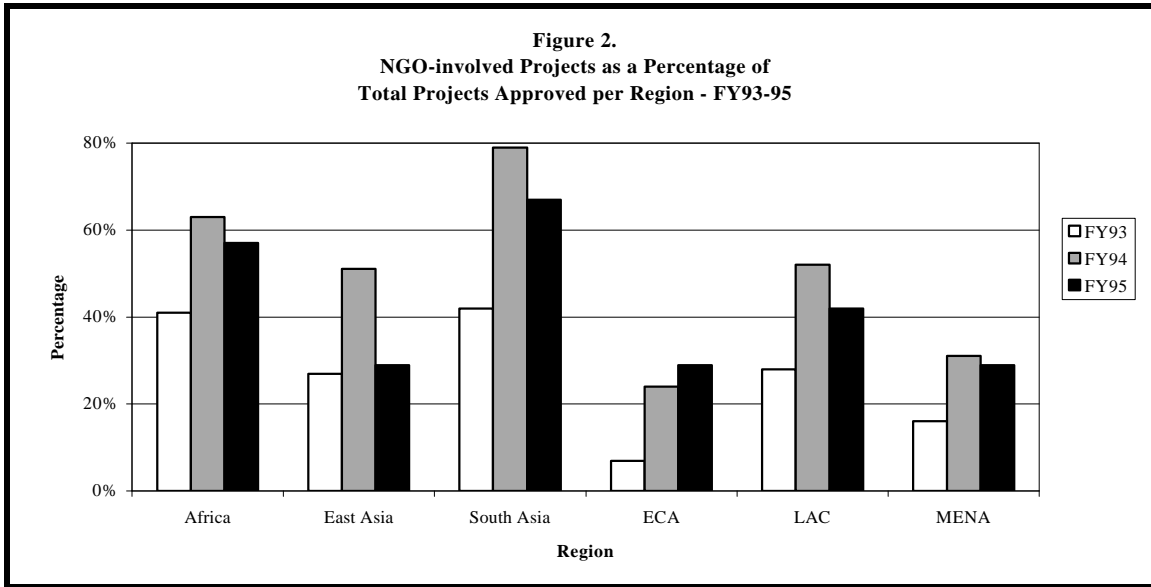


(a) Regional Patterns

Figure 2 provides another illustration of the extent of collaboration by comparing the number of NGO-associated projects to the total number of projects approved within each region. By this measure, the South Asia and Africa Regions continue to have the highest percentage of NGO-involved projects (67% and 52% respectively).

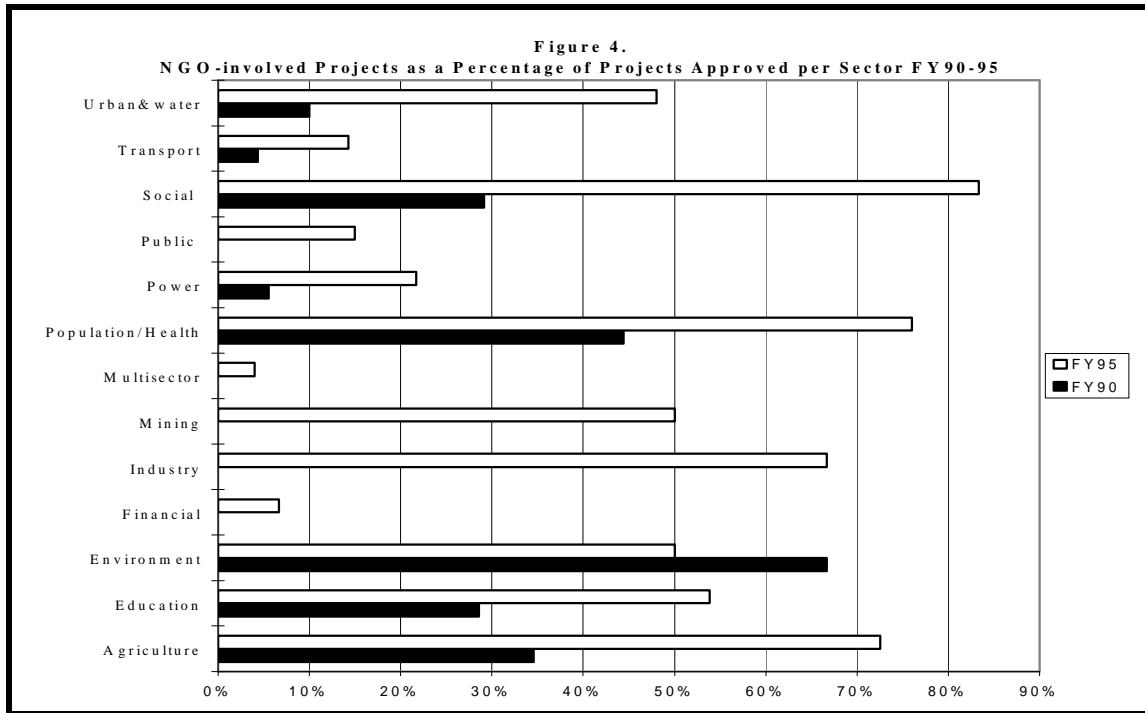
(b) Sectoral Patterns

Figure 3 shows the sectoral distribution of NGO projects which continues to be fairly constant. Of the 100 projects with NGO involvement, the largest proportion (29%) continued to be in the *agriculture and rural development* sector. The proportion of NGO-involved projects in the *population, health and nutrition (PHN)* and *education* sectors have both increased (from 12 to 19 percent and from 9 to 14 percent respectively) during FY95, reflecting the shift in the Bank's lending portfolio toward more social sector investment. The proportion of projects in the *environment* sector has averaged 5 percent over the last two years, having peaked at approximately 17 percent in FY93. *Infrastructure* projects continue to make up around 15 percent of all Bank projects involving NGOs.



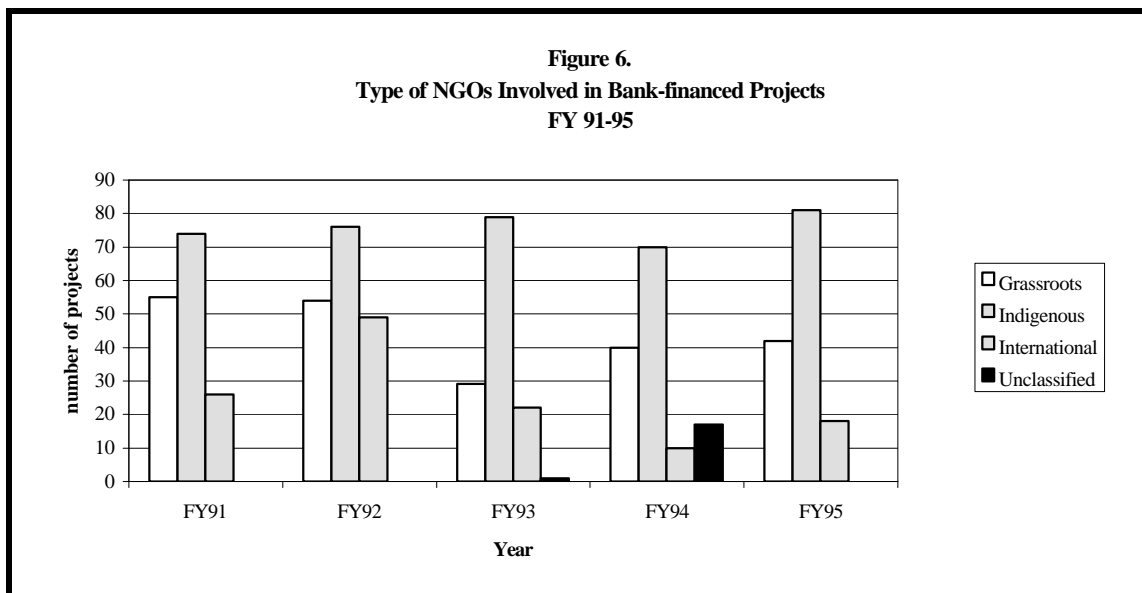
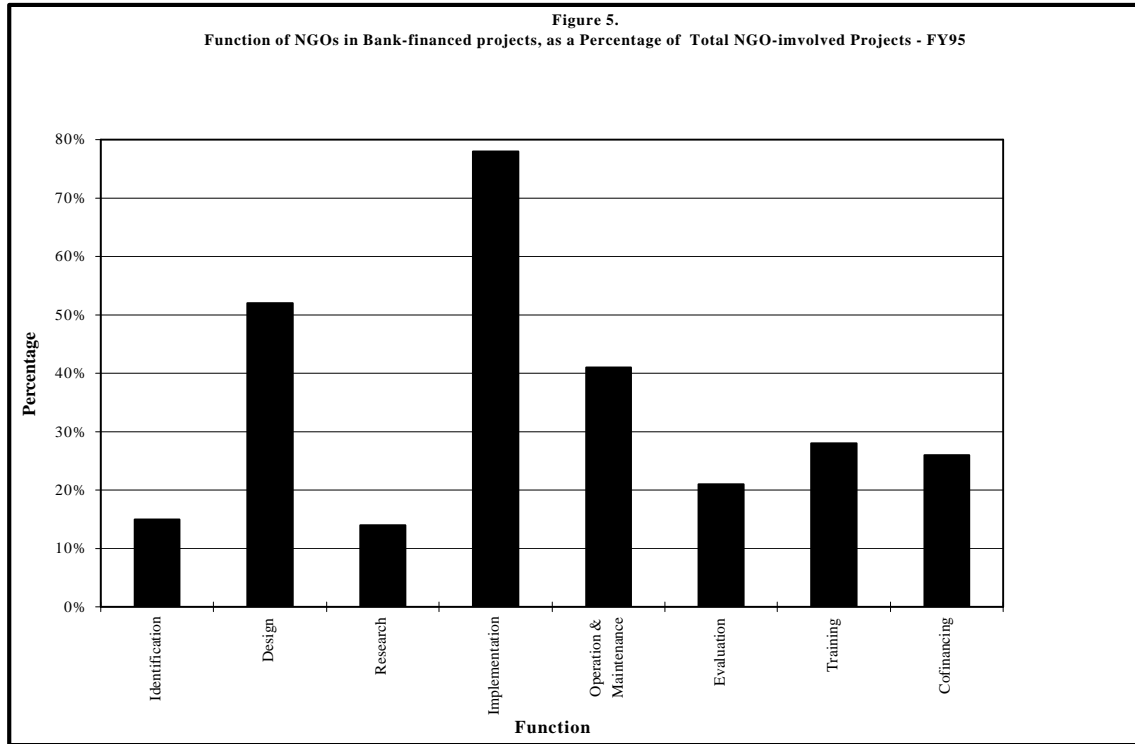
The distribution of NGO-associated projects (Figure 4) as a percentage of total projects per sector is another important indication of the direction of the Bank's work with NGOs. As one would expect, in social sector projects such as Agriculture, Education and PHN, NGOs are associated in at least fifty percent of all projects approved in those sectors, and in the case of Agriculture and PHN, that figure is 73% and 76% respectively. The apparent drop in the percentage of NGO-involved projects in the environment sector is due to changes in the method of project classification. The background trend over the last 2-3 years is that environment-

specific projects are increasing in numbers and that there is increasing NGO involvement in these projects.



(c) *Functional Pattern*

Attempts have been made to desegregate NGO functional involvement into areas which roughly correspond to the different stages of the project cycle. For FY95, seven functions have been used: identification, design, research, implementation, operations and maintenance (O & M), evaluation, training and co-financing (Figure 5). NGO involvement tends to take place most frequently in the implementation (78%) and operations and maintenance (O&M) (41%) stages of the project cycle. This is not to suggest that NGOs are viewed simply as service delivery agents. In over 52% of projects, NGOs have also played a significant role in the design of the project and, in 15% of cases, shared responsibility for the identification of the project as well. This has been a particularly important development in recent years—increasingly, NGOs are being given the task of working with communities and conducting pre-project preparatory and background research to ensure that the needs of beneficiaries are fully respected in the design and shaping of the project. This is in keeping with the trends of previous years and would suggest that the Bank’s efforts to engage NGOs are bearing fruit. NGOs provide valuable technical expertise and training in many projects and, in over 26% of the projects, they are also a source of additional financing. Working with and through NGOs has been an important part of promoting community involvement in projects. Past experience has shown that projects with a strong sense of local ownership have achieved better results than those which are perceived as being external to the community.



(d) Type of NGO

Since FY88, the Bank has placed emphasis on engaging local NGOs in the operations it finances. These organizations can contribute a wealth of local expertise, have on-the-ground presence, and have knowledge of the needs and interests of project-affected people. This is an area in which considerable progress continues to be made. As can be seen from Figure 6 above, of the 100

projects with NGO involvement, 81% involved national (indigenous) NGOs, 42% involved grassroots organizations, and 18% of the projects involved international NGOs.⁶

Promoting Closer Bank-NGO Collaboration

The Bank continues to work towards strengthening Bank-NGO collaboration by seeking to institutionalize the Bank's work with NGOs, including NGO capacity-building, and new ways to work together effectively, including mechanisms to channel financial resources to NGOs through Bank-financed projects. The section below highlights some of the initiatives undertaken in FY95 to achieve this and reports on progress in activities already underway. The Task Force on Operational Collaboration and the establishment of NGO liaison officers in many of the Bank's field offices have already been highlighted in Part I (see pages 8 and 9).

(a) NGOs and the World Bank Project Cycle

The NGO Group held a series of in-country workshops on NGO involvement in the project cycle during FY95. Twenty-eight US-based NGOs participated in the first of these meetings held in Washington, DC in July, 1994, and regional workshops were held in Dar es Salaam, Tanzania in January 1995 and Cordoba, Argentina in May, 1995. Similar workshops have also been held since the end of FY95 in India, Bangladesh and Indonesia.

The Tanzania workshop was organized in collaboration with local and international NGOs, three of which provided financial and logistical support, and approximately 60 participants attended. The workshop provided an opportunity for NGOs to familiarize themselves with the Bank's work, to exchange views with Bank staff, and to discuss future collaboration. At the conclusion of the meeting, the NGOs presented an Action Plan for future work. In Argentina, a regional (rather than a national) meeting was held to facilitate the participation of greater numbers of NGOs and CBOs, and the involvement of provincial government, and to focus on local needs and priorities. The workshop brought together approximately 100 participants and was jointly organized by the Bank, the Ministry of Social Development of Cordoba and SEHAS (a local NGO). The goals of the meeting were to examine experiences of collaboration between the Bank, government and NGOs in order to distill "lessons learned", identify obstacles, and seek solutions for improved collaboration.

(b) Financing of NGO Sub-Projects

A mechanism which is increasingly being used by the Bank to support NGO activities is the Social Investment Fund (SIF), which channels resources to demand-driven sub-projects proposed by public, private or voluntary (formal or informal) organizations. One of the explicit objectives of social funds is often to strengthen decentralized delivery mechanisms by supporting local organizations which are responsive to local needs. NGOs play a very prominent role in these funds and NGO involvement is now extending to the planning phase.⁷ Though originally

⁶ These percentages reflect the numbers of projects involving the different types of NGOs out of the total number of NGO-involved projects. Since more than one type of NGO may be involved in any one project, these figures do not add up to 100 percent.

⁷ See: Anna Kathryn Vandever Webb, Kye Woo Lee and Anna Maria Sant'Anna, *The Participation of Non-Governmental Organizations in Poverty Alleviation: A Case Study of the Honduras Social Investment Fund Project*, World Bank Discussion Papers, No. 295. The World Bank, August, 1995; Alexandre Marc, Carol Graham, Mark Schacter and Mary Schmidt, *Social Action Programs and Social*

conceived as short-term interventions to provide a safety net for the poor during economic restructuring, the SIF model has proven to be one of the most effective means of reaching the grassroots. As a result, in several cases (e.g. Honduras) SIFs have shifted in emphasis from relief to long-term development activities and poverty reduction. The first self-standing Social Fund was supported by the Bank in Bolivia in fiscal 1987 and since then there has been growing interest in this type of project. During FY95, the Bank provided support to social funds projects in Zambia, Cambodia, Indonesia and Albania bringing the number of social funds supported to approximately 30 in 28 countries with total funding amounting to roughly \$1.13 billion.

(c) *Contracting NGOs as Executing Agencies*

NGOs are also engaged by borrowing governments as contractors or executing agencies of approved projects components. For example, in the Community-Based Nutrition Project in Bangladesh, a local NGO, the Bangladesh Rural Advancement Committee (BRAC), will be the principal implementing agency in 50% of the villages in the project area. BRAC has substantial expertise and knowledge of local conditions to organize and supply the necessary technical assistance and local in-service training of staff. In addition, BRAC ran the pilot phase of the project with the support of a Project Preparation Facility⁸ (PPF). In three projects in Latvia, Lithuania and Estonia dealing with environmental clean-up, the Worldwide Fund for Nature (WWF) has participated extensively in the design of the project and will provide expert assistance during the implementation phase.

There are currently several IDA-financed operations in Burkina Faso, Senegal, Mali, Benin and other francophone countries, where the execution of public works and employment creation projects have been entrusted to independent organizations known under the acronym *AGETIPs* (named after the first such agency—the Agence Sénégalaise des Travaux d'Intérêt Public—was established in Senegal). The role and responsibilities of the organizations, as Executing Agencies (or Project Implementing Agencies-PIAs), are defined in the relevant agreements signed between the borrower and IDA. *AGETIPs* act as a disbursement agency for a Bank-funded project where the funds involved are usually small. By eliminating the considerable lag time in payment, small community-based organizations have been able to participate in Bank-funded works projects and be reimbursed through the *AGETIP* almost immediately. Although many would not consider the *AGETIPs* to be bona fide NGOs, they work through NGOs, community based organizations and small private sector firms. In FY95, projects in Mali and Niger were started using this model and in Haiti a job-creation scheme will also adopt this model.

(d) *Special Grant Programs and New Initiatives*

The Bank's *Special Grants Program (SGP)* finances regional and global programs and activities that are important to the development process and complementary to the Bank's operational work. Applications for grants to the program are prepared and submitted by Bank task managers who have identified an activity for support. Grants typically fall in the range of \$200,000 to \$2

Funds: A Review of Design and Implementation in Sub-Saharan Africa, World Bank Discussion Paper No. 274, The World Bank, 1995 ; and Soniya Carvalho, *Social Funds: Guidelines for Design and Implementation*, ESP Discussion Paper Series, No. 24, The World Bank, March 1994 for more details on the Bank's experience with Social Funds.

⁸ A Project Preparation Facility (PPF) is one of several mechanisms by which an advance on a loan to the government is made to assist in the process of project design.

million, and SGP contributions generally do not exceed fifteen percent of a proposed program's total funding. Some are for one-year funding only, while others are multi-year but always with a clear exit strategy. While some of the grants are made to research institutions, UN agencies for specific initiatives, and regional initiatives, some of the grant recipients are NGOs.

For example, the SGP funds two interesting initiatives in the population and health sectors. The SGP grant for the *Safe Motherhood Initiative* provides funding to NGOs for advocacy, research and activities related to the Safe Motherhood Initiative, which calls for a fifty percent reduction in maternal mortality and morbidity by the year 2000. The *Population NGOs* grant supports small, indigenous organizations working in this field and funds new, integrative approaches to demand creation and service delivery.

The SGP has also provided \$150,000 to fund NGO activities connected to the World Summit on Social Development (WSSD) in Copenhagen. Half the funding was used to finance NGO representatives attending the Third Preparatory Committee (PrepCom III) and the Summit. The other half supported the Women's Caucus at PrepCom III and also supported a Bank-NGO dialogue at the Summit.

Within the SGP, the Small Grants Program was established in 1983 to provide a way for the World Bank to promote dialogue and dissemination of information about international development among diverse audiences, including NGOs, academia, government, business, and the media. The Program makes small grants in the range of \$10,000-\$15,000 to support conferences and seminars, publications, networking activities, and other information-related activities. It covers a broad range of development issues of priority interest to the World Bank, including: environment / sustainable development, human resource development, development education, economic policy, participatory development and NGOs, private sector development, and indigenous peoples. In FY95, the program awarded 40 grants totaling \$0.5 million in 33 borrowing countries.⁹ All forty grants went to supporting activities by NGOs. Some examples of activities funded this year included support to the participation of NGOs in international conferences, and workshops on "Land and Sustainable Development" (Trinidad & Tobago) and "Children in Especially Difficult Circumstances" (Indonesia).

A US\$ 2 million *Fund for Innovative Approaches in Human and Social Development* (FIAHS) was formally established on 1 July 1994 with the primary purpose of improving the quality of Bank operations in areas which have yet to be mainstreamed into the Bank's operational work. These are promoting participation - including involvement of grassroots groups and NGOs - and undertaking social assessments. The Fund is available for both operational support for activities in borrowing countries and capacity building within the Bank, and is managed by the Operations Policy Department (OPR) in consultation with Environment Department (ENV).¹⁰ During FY95, FIAHS funding in the amount of \$1,087,690 was provided to a total of 50 activities connected to Bank projects of which 32 (64%) directly involved NGOs. Projects funded during the last fiscal year with a strong NGO component included a study on the enabling environment for NGOs in Indonesia; NGO participation in the National Environmental Action Plan (NEAPs) in the Kyrgyz Republic; a poverty assessment in the Republic of South Africa; and, working with village education committees (VECs) in Baluchistan, Pakistan.

⁹ The remaining seven grants were made to Northern NGOs in support of development education activities. The average grant to individual NGOs is around \$12,000.

¹⁰ Effective July 1, 1995, FIAHS is managed by PSP in collaboration with ENVSP.

One of the most significant initiatives of the year was the approval on March 21, 1995 by the Executive Directors of the World Bank of a proposal to establish a Consultative Group to Assist the Poorest (CGAP) - A Micro Finance Program. The impetus for CGAP came from the highly successful micro-finance models pioneered by specialized practitioners such as Grameen Bank (Bangladesh) and BRI-Unit Desa (Indonesia). The CGAP will be anchored by a World Bank contribution of \$27 million (out of a total portfolio of approximately \$200 million of program financing) from its Special Programs budget, and is a particularly important development because it is the first source of direct Bank funding for specialized institutions and practitioners in the field of micro finance, the majority of whom tend to be NGOs.

The CGAP will: (i) expand the level of resources reaching the poorest of the economically active poor, initially through channeling of funds through sound micro-financing institutions that meet the eligibility criteria approved by the CG, (ii) improve donor coordination for systematic funding of such programs, and (iii) provide governments, donors and practitioners with a vehicle for structured learning and dissemination of best practices for delivering financial services to the very poor. The first meeting to constitute the Consultative Group (comprising donor representatives) was held in Washington, DC on June 26-28, 1995. The Group will be guided by a policy advisory group made up of practitioners in the field of micro-finance.

Strengthening Institutional Linkages

(a) NGO Group

The NGO Group is a central source of NGO-related information, expertise and outreach. The Group's major functions include: (i) facilitating operational collaboration, particularly the "upstream" involvement of NGOs in project design and promoting the participation of project beneficiaries; (ii) making Bank-NGO policy dialogue as constructive as possible, including supporting the NGO-Bank Committee and advising the central vice-presidencies and country departments on consultations with NGOs concerning policy issues and criticisms stemming from "problem" projects; (iii) providing information to Bank staff and others about NGOs; (iv) monitoring Bank-NGO collaboration and documenting lessons learned; and (v) helping foster a more positive policy environment for NGOs in developing countries.

One of the major products of the NGO Group in FY95 was the publication of a practical guide to operational collaboration between the Bank and NGOs. The book, entitled "*Working with NGOs: A Practical Guide to World Bank-NGO Operational Collaboration*", is intended to help project task managers better understand both the benefits and challenges of working with NGOs, and flag key issues and describe emerging practices in this area. The guide will be revised periodically and additional information and materials will be incorporated as they become available. Task Managers and other Bank staff have been encouraged to contribute ideas and comments. Over time, the inclusion of case studies, best practices and lessons learned will serve to enhance the Bank's future cooperation with NGOs during the project cycle.

(b) Economic Development Institute (EDI)

The Economic Development Institute (EDI)—the World Bank’s training and learning branch—EDI is committed to broadening the audience for its learning activities beyond senior government officials. Because NGOs have an increasingly important role in the development process, EDI continues to invite their representatives along with journalists, parliamentarians, and representatives of the public and private sectors. NGOs are invited to participate in many activities, especially in the area of girls’ education, reproductive health, AIDS, poverty, environment, resettlement, natural resources management, and private sector development (including micro, small and medium enterprises). NGO staff also act as resource persons for the design and delivery of many programs and, in some cases, NGOs are the principal partners in organizing activities. Some of these activities seek to improve government-NGO collaboration or, especially in countries in transition, to help officials and citizens understand what NGOs are and can do.

EDI continued to work with African NGOs in four countries (Benin, Burkina Faso, Mali and Niger) to develop appropriate training and consultancy methods to help NGOs to conduct strategic planning processes. In FY93 and FY94, EDI and its NGO partner Innovations et Réseaux pour le Développement developed and validated the training and consulting methodologies. In FY95, the program trained 19 local resource persons. The resource persons obtained hands-on experience by conducting strategic planning consultancies with a number of NGOs, and organizing and delivering national workshops in each country. To date, 12 NGOs have gone through the cycle. Impacts to date include: clearer, more coherent long-term plans, with organization development strategies to support them; changed communication and work relations within the organizations; and adoption of certain planning tools to help systematize both organization-level and project level planning and management.

EDI has recently formed an inter-country network of trainers who work with EDI grassroots management training programs. Initial members are located in Sub-Saharan Africa, India and Nepal. The program aims to: (i) promote the economic and social empowerment of local peoples through enhancing their organizations capacity to train and support micro-entrepreneurs, and (ii) work towards more conducive policy environments for micro-entrepreneurs. Members in different countries exchange experience and training materials through electronic communications and study visits.

EDI will continue to promote the activities of the Women’s Management Training Outreach Program (WMTOP) which aims to strengthen the capacity of NGOs and national training organizations to provide management training to women. The program has been piloted in Burkina Faso, Nigeria and Senegal. EDI also supports two programs exclusively for NGOs - in LAC, a multi-year program aims at strengthening NGOs working in urban poverty and at facilitating more NGO-government dialogue on urban sector issues. Assistance is mainly provided through FICONG, a regional institute responsible for training and strengthening in this sector. The Women’s Enterprise Management Training Outreach Program (WEMTOP) in India works through approximately 30 Indian NGOs to design and deliver management training to enhance the income - generating capability and self-reliance of women micro-entrepreneurs. EDI’s lead partner for this program, the NGO Udyogini, is currently preparing to move from an initial pilot project in 3 states to an expansion phase.

2. ECONOMIC AND SECTOR WORK

Economic and Sector Work (ESW)¹¹ is emerging as an area for increased Bank-NGO cooperation. It is an opportunity for the Bank to broaden its knowledge of NGOs, and to engage NGOs in research and study activities on a range of development issues. NGOs' local, in-depth knowledge of specific fields is a valuable resource which can contribute a different perspective to the work. Below are selected examples of Bank ESW which has related to and/or involved NGOs.

A principal element in the Bank's poverty strategy is to conduct Poverty Assessments (PAs) in all borrowing countries. Poverty Assessments involve a number of different activities: a poverty profile (which analyzes the depth, nature and geographic spread of poverty), a review of current government policies relating to poverty, an analysis of the pertinent public expenditures and institutions, an analysis of the safety nets in place, and, based on the above, a suggested country strategy of priority measures to be undertaken by the government to reduce poverty. A number of Poverty Assessments include "participatory research" components (Participatory Poverty Assessments or PPAs). This allows increased attention to the experience of low income groups, appropriate gender-focus, and consideration of social and cultural issues in the design and implementation of country poverty strategies.

During FY95, PPAs were carried out in Zambia, South Africa, and Mexico. In Zambia, a local NGO, the Participatory Assessment Group (PAG), was very involved in the PPA. PAG had participated in a first PPA which was completed in 1993 and then continued to work on the follow-up PPA undertaken in this fiscal year. The PPA findings were then incorporated into the Zambia Country Assistance Strategy (CAS)¹². In the case of the on-going PPA for South Africa, there has been a similar strong involvement of NGOs: of the 14 research projects, the majority (9) involve NGOs.

In addition, the final phase of the PPA for Ghana on access to social services (health, education, water) was also completed in FY95. In the first phase of the PPA, the study was coordinated by a local Ghanaian NGO, the Centre for Development of People (CEDEP), with significant support from the Africa Region Technical Department. By the conclusion of the third phase, CEDEP had assumed the decision-making for virtually all phases of the study including the recruitment of researchers, training in PRA methods, and selection of research sites. The strong local ownership of this phase of the project was reflected in the high quality of the final product. Other NGOs involved during the final phase of the project included the Centre for African

¹¹ Economic and sector work (ESW) comprises a broad range of research and analysis undertaken by the World Bank and which is a key element of its assistance to borrowers. The purpose of this work is to provide a thorough understanding of borrowers' development problems and opportunities, and to advise on how to tackle them. Economic work focuses on the overall economic prospects and development challenges of borrowing countries. Sector work studies the development problems, policies, institutions and investment priorities of major sectors and subsectors. The Bank's ESW provides the framework for the Bank's lending program and for policy advice.

¹² The CAS represents the overall framework for the Bank's activities in a given country and also feeds into individual project design.

Development, the Integrated Social Development Centre (ISODEC) and international NGOs including World Vision International, ActionAid and World Neighbours.

A challenging new opportunity for Bank operational collaboration with, and support to, NGOs has emerged out of the Israeli-Palestinian peace agreement of September 1993. At present, there are over 1000 NGOs—both Palestinian and foreign—which have played an important part in the social safety net and development efforts in the West Bank and Gaza. A World Bank team visited the West Bank and Gaza in December 1994 to examine the changing role of NGOs with the emergence of the Palestinian Authority (PA). Despite a major reduction in funding, the NGO sector continues to represent a valuable resource, particularly during the delicate transitional period, while Palestinian institutions are still being developed. The team recommended that the Bank and donors should find ways to restore funding for the highest quality NGO programs without eroding their support to the PA (such possibilities are currently being considered by the World Bank and other donors). The team outlined means and ways to strengthen the framework of cooperation between NGOs and the PA.

In keeping with the Bank's objective of encouraging governments to create an enabling environment for NGOs and other parts of civil society, studies on the relationship between NGOs and the State were initiated in Bangladesh and Indonesia during FY95. The Bangladesh study was designed at the request of the government. A team comprising government, academic institutions, and the judiciary have worked together to produce a report on the status of NGOs. The process has been managed by the World Bank and guided by an advisory committee comprising government officials and NGO leaders. In Indonesia, the Resident Mission initiated a program of studies, with the Indonesian Government, of NGO issues and the policy environment for NGOs entitled "*Creating an Enabling Environment for NGOs in Indonesia*". Local NGOs have been closely consulted, particularly through a series of provincial level meetings.

3. BROADER POLICY DIALOGUE

The rapidly expanding collaboration between the World Bank and NGOs is not limited to operational work alone. As noted in Part I, NGOs also play a significant role as advocates for policy change and the Bank increasingly exchanges information, ideas and experiences on major development issues with NGOs. Bank-NGO dialogue has been particularly strong on the social and environmental impact of the Bank's work, on participation, and information disclosure

Other significant Bank-NGO interaction included a LAC Regional Bank-NGO Conference held in Paipa, Colombia which was attended by 50 NGOs, 30 Bank staff (including 9 resident representatives) and 10 government officials. This was the first time that the Bank and NGOs were able to meet to compare and discuss their different visions for the future of the continent. The three day meeting focused on several key themes including: (i) state reform, decentralization and civil society; (ii) poverty alleviation; (iii) investing in human development; and (iv) sustainable development, and allowed for considerable progress to be made towards identifying areas where the Bank and NGOs could work more closely together.

Main Themes in the Bank-NGO Dialogue

(a) Poverty

The on-going negotiations of the eleventh replenishment of the International Development Association (IDA), the concessionary funding source available to the poorest countries, has been one of the main points of interaction in FY95. Several regional consultations on IDA were held with NGOs during the fiscal year. The first was held in Addis Ababa (Ethiopia) in January with 17 NGO representatives and established a series of benchmarks for the subsequent meetings. The second African Consultation on IDA was held in Krugersdorp, South Africa on 26-28 June, 1995. Representatives of 18 NGOs from 10 African countries and three senior Bank staff met to discuss the 11th replenishment of IDA in a meeting organized jointly by the Inter-Africa Group (Ethiopia) and the Kagiso Trust (South Africa). Other major NGO groups present at the meeting included the African Regional Network on Debt and Development (AFRODAD) and the Foundation for Contemporary Research (FCR). The meeting resulted in an agreement among African NGOs to work at the national, sub-regional and regional level to establish an appropriate mechanism for coordinating information-sharing among and between NGOs, the Bank, and respective governments and regional institutions. Similar consultations were also held in New Delhi, India with representatives from 9 South Asian NGOs and in Bogotá, Columbia. The meeting of the Latin American group brought together 40 NGOs in a two day meeting and focused on: (i) the need for greater public participation in SAPs, (ii) the better integration of social funds and, (iii) greater information dissemination at the country level and improved relations with Bank field offices.

A meeting organized in Washington, DC on April 26, 1995 between representatives of IDA donor countries and nine NGOs from developing countries meeting was attended by numerous Deputies, other members of IDA delegations, Executive Directors and their staff, and a small number of Bank staff. The purpose of the meeting was to give the NGO representatives an opportunity to present their views on IDA, particularly on the direction IDA should take, and their experience with IDA-financed projects in their own countries. While this and other meetings have led to a broad-based agreement among NGOs that IDA is to be supported, NGOs nonetheless collectively have many serious issues to raise with respect to IDA, including: (i) the extent to which IDA is increasing its poverty reduction focus, (ii) IDA's performance and quality on ground, (iii) the process of Bank-Government negotiations of the IDA program, (iv) the type and manner of instruments used to implement IDA programs, and (v) the selectivity of eligibility. It is satisfying to note that some of the specific NGO suggestions were addressed in the IDA 11 agreement.

(b) Participation

FY95 was an important year for the Bank in terms of its progress on adopting participatory approaches. The Bank-wide Learning Group on Participatory Development¹³ concluded its initiative with the presentation to the Board in September 1994 of a report on *The World Bank and Participation*. The report presented evidence showing that participation can significantly improve the quality, effectiveness and sustainability of projects, and at the same time, improve ownership and commitment of governments and stakeholders. Furthermore, it contained a Bank-wide Plan of Action for mainstreaming participation which the Board endorsed. FY95 also saw the publication of a draft *Participation Sourcebook* which documents current Bank practice on participation and shares "how-to" lessons with task managers across the different regions.

¹³ The Learning Group on Participatory Development was launched in December 1990 and given the responsibility of examining the issue of participatory development and how to increase participation by stakeholders in operational work.

Following the Board's endorsement of the Plan of Action, a Senior Managers' Oversight Committee was established to oversee the mainstreaming of participation in Bank operations. One of the first actions of the Committee was to ask that each region prepare its own action plan specifying procedures and plans for integrating participatory approaches in their lending and economic and sector work. The Committee has reviewed the regional Participation Action Plans (PAPs) and provided guidance on both strengthening and implementing the plans.

Other initiatives undertaken as part of the mainstreaming effort include selective recruiting of social science experts and a revision of the Bank's procurement guidelines with the aim of enabling governments to support participation in Bank-financed projects. An interesting example of innovative work in participation can be found in Burundi where NGOs were closely involved in the re-formulation of Agricultural Strategy. In each of Burundi's 15 provinces, an NGO representative was consulted by the Centre Universitaire de Recherche / Développement en Agroéconomie (CERDA) during the course of the country-wide participatory sector assessment in agricultural development financed by the Africa Region's Client Consultation Fund (CCF)¹⁴. The views were incorporated into the findings which were presented at a seminar on the strategy at which was attended by a local NGO, Mutoyi. The seminar recommended further reflections to define sub-sector strategies in priority areas (e.g. extension and research). A follow up seminar was held on the extension strategy at which and INADES/Burundi and the NGO ActionAid participated.

(c) *Environment*

The Environmentally Sustainable Development Vice Presidency (ESDVP) has established a regular program of meetings with NGOs engaged in work related to environment and sustainable development issues¹⁵ and during FY95, there was significant interaction with NGOs. Over the year, issues addressed have included, among others, the status of IDA-10, the consultative process around the Bank's Forest Implementation Review, Bank policies in the transport, water and sanitation, and urban development sectors, and issues related to the Russian Federation. NGOs have also been major participants in ESD's 1994 Annual Conference on "Human Face of the Urban Environment".

NGOs also play an important role in the operational collaboration on environment issues. NGOs have contributed to Environmental Assessments (EAs) and in certain cases have been contracted to conduct EAs. NGO have also played an important role in the development of national Environmental Action Plans (NEAPs). In Guinea for example, the government designated a local NGO, Guinée Ecologie, to prepare the country's NEAP, and in Burkina Faso, NGOs are assisting the government as they draft the country's NEAP. NEAP preparation in Vietnam has been a highly participatory process involving various working groups, including NGOs, carrying out much of the analysis and in establishing priorities for action. Similarly, the Kyrgyz NEAP has been characterized by significant involvement of local NGOs. A local environmental NGO launched in October 1994 a public participation program which has served as an on-going

¹⁴ The Africa Region initiated the CCFs in FY95 with a grant of \$100,000 to each of the five Country Departments (CDs) to support initiatives which would promote the systematic consultation of clients and beneficiaries.

¹⁵ For more details on the work of the ESDVP, see *Mainstreaming the Environment: The World Bank Group and the Environment Since Rio*, Environment Department, The World Bank, August, 1995.

vehicle for public consultation during the final stages of preparation and subsequent implementation.¹⁶ Similar collaboration has taken place in Sub-Saharan Africa.

NGOs have also played an important role in the freshwater, coastal and marine programs supported by the Bank. Several of these projects have revolved around the countries of the former Soviet Union. In Estonia, Latvia and Lithuania, the WWF has played an important role in the designing and implementation of projects designed to reduce the levels of pollution and effluent discharge in these areas. Seven priority projects have been approved for the Aral Sea Basin Program following the endorsement of the plan by the donors and the NGO community.

In late 1994, the Bank and the International Union for the Conservation of Nature and Natural Resources (IUCN)¹⁷ conducted a series of meetings to review past collaboration between the two institutions, and to guide a joint initiative to develop closer links and coordination of specific policy issues. By drawing on the expertise and country-level networks of IUCN, the Bank aims to strengthen its own capacity to address environmental issues within the framework of the Country Assistance Strategy (CAS). In May 1995, many developing country NGOs participated in a consultation to discuss the draft "Forest Policy Implementation Review".

Another growing area of Bank involvement with NGOs on environmental issues relates to the work of the *Global Environment Facility (GEF)*¹⁸ which was established following the United Nations Conference on Environment and Development in Rio. As one of the three implementing agencies for the GEF, the Bank is able to expand its program of grant resources and concessional funding to developing countries in areas of environmental action that transcend national boundaries. There are four main areas where this applies: global warming, pollution of international waters, destruction of bio-diversity, and destruction of the ozone layer. The GEF mandate endorses the involvement of NGOs in the "...development and review of project and work program proposals....and the monitoring of project implementation and evaluation of project results."

During the GEF pilot phase (1991-1994), six of the nineteen Bank-financed GEF biodiversity projects allocated funds for NGO capacity-building programs ranging from 10-15 small grants totaling \$100,000 to NGOs to fund workshops, village meetings and training in the Slovak Republic to a grant of \$17 million to NGOs for Integrated Protected Areas Inc., a consortium of national and community based NGOs in the Philippines. In the Philippines Conservation of Priority Protected Areas Project, NGOs and the government jointly administer project funds. In Jamaica's Demand Side Management and Demonstration Project, local NGOs will help identify and contact local groups with an interest in energy and DSM, organize public forums to increase public awareness, and assist in program design. In FY95, nine projects with NGO involvement were approved for GEF funding, the majority of which address the problem of biodiversity.

¹⁶ For more details, see *National Environmental Strategies: Learning from Experience*, Environment Department, The World Bank, April, 1995.

¹⁷ IUCN is made up of 68 states, 100 government agencies, and more than 600 NGOs, as well as a network of specialist commissions drawing together more than 5000 scientists and practitioners, and represents a major resource in conservation and sustainable development.

¹⁸ For more information on Bank-GEF projects see: *Facing the Global Environmental Challenge: A Progressive Report on World Bank Global Environment Operations - March - May, 1995* or contact the Global Environment Coordination Division, Environment Department, The World Bank, 1818 H Street, N.W. Room S-2141X, Washington D.C. 20433, USA.

(d) *Hunger*

In addition to the CGAP initiative (See Part II, Page 20), as follow-up to the 1993 World Bank Hunger Conference held in Washington, a Hunger Workshop was held in Segou, Mali from June 19-22, 1995. The Workshop was organized by the Coordinating Committee of the NGOs in Mali, (with strong logistical support from World Education), and was financed by the World Bank through InterAction, a Washington-based NGO. Some 100 people participated intensively for four days, including roughly 50 representatives of NGOs, 30 from Government, 9 from the Bank, and 10 from other donors such as UNDP, WFP, FAC, and USAID.

The meeting considered three reports activities by the Bank, the Government, and NGOs on hunger-related activities which explained their respective objectives, strategy, programs, and plans for the future. The discussions also touched on the respective roles of the state and civil society and the workshop demonstrated the novelty of such bilateral discussions. Several NGO participants expressed appreciation at being able to meet directly with government for the first time and commented that the meeting would not have occurred without the participation of the World Bank. As such, it also allowed the Bank to openly discuss aspects of governance and accountability as well as the Bank's multiple roles and relationships with both government and civil society. Plans are now under way to host a similar event in Bolivia in cooperation with the US umbrella group InterAction and a local Bolivian NGO.

(e) *UN Conference Themes*

FY95 saw two major UN conferences - the International Conference on Population and Development (ICPD) held in Cairo, Egypt, and the Social Summit (WSSD) held in Copenhagen, Denmark - and preparations for the Fourth World Conference on Women (FWCW) held in Beijing, China. The World Bank was an active participant in all three initiatives, and also provided significant support to NGOs both during the run up to and participation in the conferences. In the case of the ICPD, which took place in September, 1994, the Bank provided support through the Population, Health and Nutrition Division (PHN) to 9 different NGO groups including the International Reproductive Rights Research Action Group (IRRRAG), Family Care International (FCI), Women's Environment and Development Organization (WEDO), and the Centre for Development and Population Activities (CEDPA).

A Bank-NGO consultation organized by the NGO Group and the Education and Social Policy Department (ESP) was held in December 1994 on the draft of the paper prepared by the Bank for presentation at the WSSD entitled "*Advancing Social Development*. Twelve NGOs from different regions participated in the consultation" and had considerable influence on the final document. The Summit itself, held in March 1995, provided an opportunity for the Bank to re-state its commitment to social sector investment. Bank staff also participated in numerous activities organized at the parallel NGO Forum. In March 1995, the Gender Unit of the Bank together with the NGO Group organized a two day consultation in New York with fourteen NGOs from around the world to discuss the draft report *Efficiency and Growth: A Case for Gender Equality* which had been prepared by the Bank for presentation at the conference. Funding was also provided through the Small Grants Program for NGOs attending the PrepCom in New York.

(f) *Labor*

The 1995 World Development Report (WDR) focused on the role of labor in development. In keeping with the practice of the last two WDRs, the Bank established a consultation procedure throughout the report writing. Two major international confederations, the ICFTU and the WCL, were used as points of contact, their views were sought on the preparation of an outline, and their comments were obtained on several drafts of the report. A two-day consultation on the report was held with a group of about 30 union representatives. A group of Northern and Southern NGOs were also invited to the consultation along with other members of the development community.

Bank Policies: Information Disclosure

To assist in the implementation of the Bank's policy on information disclosure,¹⁹ an Informal Working Group on Information Disclosure composed of Bank staff and NGOs was convened in FY95 (see Part I, page 10). The group has met several times to discuss a variety of issues including: (i) greater NGO input on Operational Directives (ODs)—the vast majority of these have involved environmental issues including the Wildlands, Indigenous Peoples, Resettlement, Environmental Assessments, and Environment Policy ODs; (ii) the translation of Public Information Documents (PIDs) and other project documents into local languages (eight countries—Mozambique, Cote d'Ivoire, Indonesia, Bulgaria, Russia, Brazil, Bangladesh, and India—were selected as pilot countries to test this initiative); and (iii) the opening of Public Information Centers (PICs) in developing countries (see below).

FY95 saw the opening of the Caribbean Public Information Centre (CPIC) in Jamaica which is the first PIC to be opened in a developing country and which is housed on the campus of the University of West Indies. The new disclosure policy identified World Bank field offices as an important link in ensuring that organizations and individuals in developing countries have equal access to relevant information. A principal objective of the CPIC is to “level the playing field” by ensuring that interested parties in the Caribbean region enjoy the same access to information about Bank activities as do their counterparts in Europe and the US. Since it opened its doors, the range of resources available has made the CPIC a “one-stop information shop” for diverse users including government, private sector firms, NGOs, journalists, students, academics and the general public. Given the Bank's increasing emphasis on openness, stakeholder consultation and public outreach, the CPIC offers a useful model for potential replication elsewhere.²⁰

NGO-World Bank Committee

¹⁹ In August of 1993, the Bank's Board approved a new disclosure policy designed to significantly expand public access to information about Bank operations. As part of this policy, the Bank now makes available Project Information Documents (PIDs) on all projects prior to their submission to the Bank's Board for approval as well as Staff Appraisal Reports (SARs) after Board approval. In addition, the disclosure policy applies to Operational Policies, (OPs), Bank Procedures, (BPs), and Operational Directives (ODs). All of these documents are now available at the Bank's Public Information Centers. Bank field offices also carry documentation relevant to the country where they are located.

²⁰ For more information on the Caribbean PIC, see HRO Dissemination Note, Number 43, February 6, 1995.

The NGO-World Bank Committee is the oldest and most established forum for dialogue between the Bank and NGOs. Established in 1982, the Committee provides a formal, international arena for policy dialogue between senior Bank officials and 26 NGO leaders from around the world. Annex C contains a list of current World Bank and NGO Committee members. NGO members, who collectively form the NGO Working Group on the World Bank (NGOWG), have adopted a staggered election process that allows for annual membership rotation and a broad base for election to the Committee. In 1995-96, the NGO Working Group's Secretariat is housed at ALOP, (the Latin American Association of Promotion Organizations) in Costa Rica.

The Committee held its thirteenth annual meeting in Washington, DC in October 1994. The meeting took up the theme of poverty reduction and the future direction of the Bank, and NGO members encouraged the Bank to do more to address the impact of market failures in developing countries and the disproportionate effects which they have on the poor. The need for equitable growth was presented as essential for poverty reduction, and for promoting more efficient growth. Discussions were also held on the financing of development with concern being expressed on both sides about the stagnation levels of ODA. The Committee also discussed the impact of the International Conference on Population and Development (ICPD) and the Bank's plans for the Social Summit. Discussions focused on the themes of equity including issues of asset redistribution, and the social impact of adjustment. Other issues that were discussed included operational collaboration with NGOs in the field, the involvement of NGOs in participatory poverty assessments and other ESW leading into the preparation of the Country Assistance Strategies (CAS), the steps taken in the area of participatory development, the role of the inspection panel, the Bank's information disclosure policy, and follow-up to the 1983 Hunger Conference.

As mentioned in Part I, the Committee has been overhauled to improve its links with developing countries. In an important departure from previous years, a decision was made to replace the Spring Meeting of the NGO-Bank Committee with a series of regional meetings in order to broaden the spectrum of NGOs who would be able to participate in and contribute to the work of the Bank-NGO Committee. In total, four regional meetings were held in Addis Ababa, New Delhi, Bogotá and Johannesburg with a focus on the eleventh replenishment of IDA (see Page 24).

ANNEX A:**Summary Descriptions of Selected FY95 Bank-Financed Projects with NGO Involvement****POPULATION, HEALTH AND NUTRITION*****BANGLADESH: Integrated Nutrition Project***

Bangladesh has some of the severest malnutrition problems in the world. The lack of a clear strategy and a well-orchestrated program to address malnutrition has meant that improved agricultural performance has not translated into improved nutritional status. This project is aimed at specifically redressing this by bringing together the government and NGO activities in this area. The principal objectives of this project are to promote the development of a national nutrition program with a special emphasis on working at the community level to improve behaviors that affect nutritional status. Bangladeshi NGOs will play a key role in all aspects of the project in full collaboration with the Ministry of Health and Family Welfare (MOHFW). Several NGOs have undertaken various forms of community-level nutrition activities involving women. For instance, the Bangladesh Rural Advancement Committee (BRAC) has run one such project in Muktagacha Thana (village) for the last two years which was modeled on the Bank-financed Tamil Nadu Integrated Nutrition project, and also draws on experiences from Indonesia, Columbia and Guinea-Bissau. The main challenge and noteworthy aspect of this project has been the fact it has been able to draw on the comparative advantages of both sectors.

2. Traditionally, relationships between NGOs and the government have shown considerable scope for improvement. This project, however, has moved beyond this toward a much more cooperative relationship. During the planning stages, BRAC and Helen Keller International (HKI) worked very closely with local government officials as full and equal partners. NGOs have also been invited to participate in the Inter-Sectoral Nutrition cell of MOHFW. The most important aspect of NGO participation will be in the implementation of the project. Essentially, two modalities of NGO support will be worked out: (a) some thanas will be wholly contracted out to NGOs for the management and implementation of all CBNC activities and will be responsible for all aspects of the project including the recruitment and training of personnel. Furthermore they would use the Government of Bangladesh (GOB) systems for the provision of Primary Health Care services and for inter-sectoral coordination, they will provide the GOB with regular monitoring reports ; (b) in other thanas, the GOB will use its own management structures to run the project and will designate existing local government personnel as necessary and most important, NGO support will be provided in several key areas, including mobilization, training and logistical support. The project would demonstrate that it is not an either/or relationship between the GOB and NGOs, but rather one of mutual support and complementarity.

CAMEROON: Health, Fertility and Nutrition Project

3. The project would help the Government implement key components of its population and health policies. The main objectives are to: (a) provide institutional support for continued development of the national population policy and rapid implementation of a national family planning/information, education and communication (FP/IEC) strategy, (b) promote complementary organizational and administrative reforms needed to strengthen the management of health sector resources and advance the decentralization of health services, and (c) expand the

coverage and improve the quality of primary health care coverage to under-served, low-income populations.

4. A major aspect of this project will be to capitalize on the significant private sector involvement in health care provision. Currently, non-profit religious missions and NGOs provide a wide range of health services, especially in rural areas. In addition, since 1990, NGOs have contributed a significant portion of expenditure on health care services. The increased focus on decentralization of health service provision will take place through extensive outreach to work with communities and to train service providers to perform a number of community-based functions such as: (a) general primary health care (PHC) work (including nutrition information); (b) information on family planning and providing appropriate referral services; and (c) distribution of contraceptives. In addition, health teams will encourage or seek the participation of local communities with the support of private institutions and NGOs to carry out nutrition activities beyond the health centers. The expectation is that regular nutrition education and supervision would enable the community agents to pursue their malnutrition control activities with minimal support from the project and therefore, increase the sustainability of the component.

PAKISTAN: Population Welfare Program (PWP)

5. Pakistan's population growth of about three percent threatens to undermine its efforts to relieve poverty and achieve sustainable development. The best way to slow population growth is to build demand for smaller families through improvements in education and economic opportunities, especially for women, and in children's survival prospects, while supplying better family planning information and services so that couples can more easily limit fertility. Studies have demonstrated that there is a substantial unmet demand for family planning services, thus the challenge is to work to provide these services and information in a culturally appropriate and convenient way that takes client's needs and preferences into account.

6. The project takes a "program approach" in supporting all aspects of Pakistan's PWP. A principal focus in this project is an emphasis on community-based outreach in rural areas through village-based family planning workers drawn from the communities they serve. The workers will discuss and deliver family planning services and information to women in their homes and communicate the clients' needs and priorities to managers. The project also supports the increased involvement of the private sector through expanded social marketing of contraceptives and the expansion of NGO activities. This is in part because NGOs have demonstrated a higher quality of service provision and, in some instances, have been able to achieve contraceptive prevalence rates well above the national average of around 17.8 percent.

7. The project is supporting the newly established National Trust for Population Welfare (NATPOW) in facilitating the coordination of NGO activities in family planning. To further support the goal of working with NGOs, a special fund of \$5 million has been established within the PWP for the support of NGO population projects. In addition, resources have been made available to increase the involvement of NGOs in the social marketing of contraceptives.

8. The project is significant because it is one of the first examples of the government-NGO collaboration in Pakistan. Government line ministries will benefit from the expertise of the NGO sector through a process of training and working together. NGOs will be able to significantly expand their scale of operations by obtaining funding through the NATPOW.

EDUCATION AND TRAINING

GHANA: Vocational Skills and Informal Sector Support Project

9. The project aims to improve informal sector productivity in selected occupational areas and to reorient the vocational skill training system away from a supply-driven to a demand-driven system. The project would focus on involving indigenous trade associations and the 40 public, private and NGO institutions offering rudimentary basic vocational skills in designing the new program. Many of the centers operated by NGOs are offering useful and innovative training which differ from more formal government ventures with their focus on the development of practical and marketable skills in a relatively shorter time frame. The flexibility of these schools has resulted in successful job placement. In addition it also highlights the importance of continuously adapting the training offered to meet current labor force skill requirements.

10. The project was prepared with a very high level of participating institution and client involvement. Four workshops were organized for training providers and trade association representatives and a further workshop involving all stakeholders. An important aspect of these workshops was to gauge: (a) the level of response from master craftsmen and apprentices towards more short-term, focused training courses, and (b) the willingness of informal sector trade associations to participate in the elaboration and implementation of key elements of the project. The goal is to ensure the long-term sustainability of the project by forging links between training institutions, trade associations and the informal sector.

11. Eleven NGOs, fourteen government and fifteen private training institutions have been selected to run short, competency-based courses. In addition, support in the form of subsidized tool kits and equipment will be given to both individual apprenticeships and masters to ensure that the trainees can put their new skills to work. The content of the tools kits themselves has been decided in consultation with trade associations in order to further enhance the demand driven aspects of the project.

ENERGY AND ENVIRONMENT

BENIN: Environmental Management Project

12. The aim of the project is to: (a) support the development of national environmental management capacity, and (b) assist the Government of Benin in implementing the National Environment Action Plan (NEAP) adopted in 1993. An important part of the project revolves around the participation of civil society in the decision-making process with focus on support for decentralized environmental planning and management. The project also aims to improve the general level of awareness of environmental issues and foster a change in attitudes through: (a) the integration of environmental considerations in education programs, and (b) training programs and workshops for public officials, trainers, journalists, NGOs and special interest groups.

13. More than three hundred NGOs and Development Associations are registered in Benin and are involved in different domains of socio-economic and cultural activities. A Council of Non-Governmental Organizations (CONGAB), a National Federation of NGOs (FENONG) and a NGO Coalition for Environment and Sustainable Development were created respectively in 1988, 1991, and 1994 to coordinate NGO activities and promote discussions with the government. Thus far this process has not been very satisfactory. However, part of the

institutional strengthening component would focus on the increased participation of NGOs in decision and policy making.

14. The National Environmental Agency (NEA) has been set up to implement much of the NEAP, but will also promote collaboration with NGOs and local governments in the implementation of pilot activities for the conservation of the environment. Central oversight of NEA would rest with a Steering Committee which would comprise of membership from the NGO community and the private sector. A specific capacity building effort would be targeted in favor of municipalities. A small guide on best practices of environmental management would be prepared for the use of local Councils. Small field activities and pilot initiatives would also be promoted, mainly through NGOs.

15. The Environment, Education, Information and Communication component will use the media, local NGOs and academic institutions to play an essential role in public information. The main principles under-lying the proposed program are: (a) implementation of a participatory approach at all levels, (b) improvement of the environmental awareness and understanding of all segments of the population , and (c) a focus on special interest groups. A series of workshops will be organized throughout the project cycle and specialized NGOs would be encouraged and supported to organize outreach activities and training sessions.

HONDURAS: Environmental Development Project

16. The project aims to strengthen the capacity of government agencies in environmental and natural resource planning. The proposed project will help establish the Environment and Development Action Plan (PAAD) as a permanent planning process and, through it, to develop the capacity of the sector and other government agencies to incorporate environmental variables in their natural resource and land plan uses. NGOs and public participation have been identified as essential elements of the environmental planning process and an important aspect of the project will be to engage NGOs, communities and the private sector in the environmental assessment review process. The third set of objectives is to develop the environmental management capacity of selected municipalities in a manner that will increase the involvement of grassroots organizations and individuals in the environmental affairs of their communities and to finance, on a pilot basis, environmental projects at the municipal and community levels, and by small micro-enterprises, through the Honduras Social Investment Fund.

17. The multi-sectoral nature of the project requires the participation of a wide range of agencies for its successful implementation—though the project will be implemented by the Ministry of the Environment, the direct execution of different parts of the project will be the responsibility of, among others, qualified national and international NGOs. NGOs will work with the government and local communities to strengthen the institutional framework established by the LGA. It is also envisaged that NGOs will review, evaluate and update the PAAD and will participate in the production of an Environmental Policy Paper and a National Environment Profile every two years. Another aspect of the project will be to work towards the harmonization of laws and regulations governing the protection and management of the environment. In keeping with the participatory nature of the projects, funds have been made available for a series of workshops designed to enable and encourage the participation of NGOs, communities and the private sector.

18. NGOs will also play a significant role in the line of credit that is being made available for environmental investments in small and micro-enterprise through the Honduras Social Fund.

Loans to eligible intermediary NGOs will be made at market interest rates for on-lending to community-based enterprises for the purpose of encouraging environmentally friendly investment such as: (a) eco-tourism; (b) solid waste collection and recycling, and (c) cottage industry pollution abatement projects.

GEF PROJECTS

INDIA, INDONESIA and UGANDA

19. The GEF will provide funds for a project in India that will integrate conservation and development activities in seven threatened priority sites that have been deemed to be representative of the country's varied ecosystem. It will support: (a) improved protected area management, emphasizing joint management with local communities, (b) village development plans and agreements that address the negative interactions of local communities on biodiversity and develop and build upon the positive interactions, and (c) to fund research and institution-building to improve knowledge of, and support and capacity for, eco-development activities. Major NGO partners include the WWF-India, the Society for Wastelands Development and numerous State and local NGOs.

20. In Uganda, a trust fund will be established and the income will be used to provide a sustainable source of funds for the management of the Bwindi Impenetrable Forest and Mgahinga Gorilla National Parks and the conservation of their biodiversity. A Trust Management Board, representatives of local communities, NGOs (including the WWF, Wildlife Clubs of Uganda, CARE-Uganda and Institute of Tropical Forest Conservation) and the government will allocate the fund's net income to selected park management, research and community development projects. In Indonesia, the *Kerinci Seblat Integrated Conservation and Development Project* will secure the future of the exceptionally rich one million hectare Kerinci-Seblat National Park by integrating park management and conservation with local and regional development. International NGOs such as the WWF and local NGOs such as WALHI (a coalition of environmental NGOs in Indonesia) will work closely with buffer-zone communities and governments to stabilize land use outside the park by promoting local-community and alternative livelihood activities consistent with conservation objectives and by improving local land use to relieve pressure on the park. The project will strengthen regulatory guidelines for inter-provincial, regional planning; improve conservation awareness locally and in the government; and provide training and extension services to villagers, park staff and local government.

AGRICULTURE AND RURAL DEVELOPMENT

INDONESIA: Village Infrastructure Project for Java

21. The project aims to provide public infrastructure and employment in 1200 villages that make up the bottom 20% of the poorest or 6% of all rural villages on Java. It includes a 2-3 year pilot phase to increase decentralization and village participation. The main features are: (a) empowering villagers to decide priority uses of economic grants, (b) creation of jobs for poor villagers especially in times of underemployment, (c) the development of skills for constructing public works, (d) channeling of grants through sub-district branches, (e) mobilization of local resources, and (f) establishment of an ex-post monitoring capacity.

22. Decentralization and poverty reduction have been at the center of the Government of Indonesia's latest five year Plan. The new IDT program has by-passed standard government agencies in favor of community facilitators who assist villagers in understanding the program and defining projects. Community self-help groups (POKMAS) including women's groups (PKK) are central to this process. The most noteworthy aspect of this project has been to focus on the direct empowerment of villagers by providing them with funds (approximately \$50,000 per village) and to allow the village committee to identify and decide the best use of those resources with minimal outside interference. Certain NGOs will provide technical expertise as required, but the onus of decision-making remains in the communities.

23. This project draws in part on the positive experiences with the AGETIP model developed in Senegal which demonstrated the benefits of contracting out small public works projects to the community. The economic returns to such works are expected to be very high. A typical example of the gains from the project can be found in the village of Cidadap in Western Java which is connected to the outside world via a 5 km. access road that becomes impassable during the rainy season. This has meant that the village has not been able to effectively exploit its resources — the village has an abundance of rambutan trees which provide over a 1000 tons of fruit a year. The fruits command a very high price in the cities, but they must be harvested and transported to the cities in one peak week during the rainy season. The lack of a properly surfaced access road has mean that the produce commands a farmgate price of only Rp. 400 per kg. By constructing a road for a total costs of Rp. 120 million, the village will gain an additional income from the sale of rambutan of around Rp. 30 million a year (a rate of return of 30%). This rate of return rises to 40% the gains from an over-all reduction in transportation costs for other reasons are factored in.

C.A.R.: Livestock Development and Rangeland Management Project

24. The CAR is one of the few countries in Africa that still possesses exceptional livestock development potential. The aim of this project is to: (a) raise livestock productivity, (b) alleviate poverty among the herders, (c) strengthen the livestock sector's professional organizations through the decentralization of the decision-making process, and (d) ensure the sustainable management of natural resources. An important feature of this project has been the highly participatory approach to its design. At the appraisal stage of the project, some 1500 herders and villagers participated in thirty-plus village-level meetings to discuss the project's objectives and details.

25. Much of the project will revolve around the strengthening of the professional organization of herders in order to help this segment of the population to be better integrated in the economic and political life of the country. The CAR National Herders Federation (FNEC) originally relied on the traditional social structures of the herders. The education and capacity-building efforts of previous projects now make it possible to further empower grassroots herders in the management of FNEC, concomitant with a withdrawal of the Ministry of Agriculture and traditional chiefs from the decision-making process within the organization. As part of the project, a mutual savings and loan scheme will be established on a pilot basis. In the initial stages, the scheme would be based exclusively on financial contributions of the members, coupled with awareness-raising and savings mobilization activities. The aim would be to enable borrowers to meet unforeseen social or normal cash-flow shortages without having to dispose of part of their livestock under unfavorable selling conditions. In the second phase of the project, the credit activities would be expanded to provide medium-term loans to meet members' personal

investment needs. The scheme as a whole would be eventually run by the beneficiaries themselves.

26. The project would also focus on the creation of Agro-Pastoral Action Areas (ZAGROPs) which would be run along rules based on mutual agreement among all inhabitants. An information document setting forth the new doctrine of the ZAGROPs have been circulated to all interested herders and farmers. The DAM would: (a) help existing GIPs to become independent institutions run by their members, and 120 other groups to organize themselves in a similar way, bringing their total membership to some 10,000 farmers, (b) continue to provide adult literacy training for GIP members, especially women, and train them to run GIPs, (c) provide training in simple financial management, and (d) provide grassroots development services for mutual savings and loans participants. This would be part of a grassroots capacity development component which accounts for \$43 million or 13 percent of the total budget.

CHINA: Southwest Poverty Reduction Project

27. The Southwest Poverty Reduction Project seeks to attack absolute poverty in the worst affected upland areas of three provinces in Southwest China. Despite dramatic rural economic growth in China during 1978-85 which saw a significant reduction in poverty from one third to one-tenth of the total rural population, there are still significant pockets of poverty concentrated in resource-deficient, remote upland areas of the interior. The poorest areas comprise entire communities, many of whom are populated by minority non-Han peoples. In the early 1990s, the State Council's Leading Group for Poverty Reduction (LGPR) worked with the Bank Group to produce a study on poverty titled: *China: Strategies for Reducing Poverty in the 1990s*. The study, in turn, led to the preparation of a project that targeted 35 counties and 635,000 households in the worst affected upland areas. A key feature of the project was to encourage community participation during preparation and implementation by enabling households to make key decisions and by enabling a broad range of international agencies, including NGOs, to participate in project preparation, funding and implementation.

28. The project has been particularly useful for the numerous lessons it offered for the Bank's work on participatory development and the need to understand and work within the constraints of different cultures and socio-economic norms. One of the major points to keep in mind was the fact that it is common for Chinese development activities to be co-financed by various levels of government bodies and villages. Because the project called for a significant amount of co-financing in the form of villages becoming co-guarantors for various components, the Chinese consultative mechanisms, negotiations, and data-gathering processes were initiated by the LGPR to formulate the project. The output of the consultative process became the framework from which priority investments were outlined and funding arrangements stipulated.

WATER SUPPLY AND SEWERAGE

AZERBAIJAN: Listening to Women in Project Design: The Baku Water Supply Project

29. The following case study offers a look at how including women at the design stage can contribute to the overall success of a project.

30. The city of Baku, Azerbaijan faces a water supply crisis. Water quality is poor; system losses are high; and cost recovery for the water supply service is grossly inadequate. Although the public water service is substandard throughout Baku, low-income groups suffer the most. To

improve the current water situation in its capital city, the Government requested World Bank assistance in financing a water supply project that would enhance the quantity and quality of public water, ensure the reliability of the supply, and support the reform of the local water agency. In preparing the Greater Baku Water Supply Rehabilitation Project, the goal was to give priority to the needs of the poor, without adversely affecting other social groups, and to ensure that development would be sustainable. Recognizing the importance of social analysis and participation in shaping projects that are acceptable to beneficiaries, a social assessment was conducted with local participation.

31. The Women's Committee, a large and broad-based NGO specially concerned with issues related to women and the family, provided major inputs in designing the social assessment according to the particular needs of the town and the resources available. A series of rapid user surveys, consultations and case studies were conducted. Finally, a stakeholders' workshop was held with 72 participants, including community members, user groups, government officials, NGOs, academics, local experts, the media and donors. The Women's Committee also contributed substantially to an understanding of the high costs associated with an unreliable and poor quality water supply system. The opportunity cost of transporting or fetching water, which is often done by women, is particularly burdensome. It is not unusual for women to spend hours trying to locate a source of running water, which means they must then carry their heavy load over a long distance to return home.

32. At the stakeholders' workshop, the Women's Committee played a key role in designing interventions to alleviate the hardship that women face in coping with an inadequate water supply. The Women's Committee helped identify environmental interventions to enhance the sustainability of the project. A community-based household leakage prevention program was designed as a result of the consultations. The women requested that they also be involved in designing and implementing a consumer outreach program to raise awareness about the need to conserve and pay for, water; repairing leaks; and ensuring effective metering for improved cost recovery. During the implementation of the project, the Women's Committee will help mobilize local communities to participate in water conservation, meter repair and leak prevention.

33. The participatory social assessment involved 800 households, from a cross-section of neighborhoods; the academic community; and a number of NGOs. It made it possible to satisfy the specific needs of a multiple group of water users. By including these users, and directly involving women, in the planning and implementation stages, the project managers have helped to ensure that the people of Baku will have a safe supply of water - now and in the future.

CAMBODIA: Social Fund Project

34. Cambodia has recently emerged from two decades of civil conflict and social upheaval. Following the UN-brokered peace agreement in 1991 and elections held in May 1993, a coalition government has embarked on a rehabilitation and reconstruction program aimed at putting the country back on the path of economic and social development. The government has made it a high priority to direct development assistance to rural areas that bore the brunt of the civil conflict. Much of the country's infrastructure is in a state of disrepair, with many areas lacking the most basic of facilities. Furthermore, the lack of experience and capacity in the central government to deliver basic services has meant that much of the responsibility has devolved to the local level.

35. These circumstances have forced communities and local governments to operate autonomously for many years and communities working with small contractors have managed to undertake some local projects, especially if external financing has been available. A relatively large number of NGOs are operating on a local level and have developed considerable expertise in service provision and community development. In March 1994, the government expressed its interest in creating a social fund patterned after the successful experiences in Latin America and Africa. The basic aim is to create a demand-driven financing mechanism which will target an increased level of investment to poor areas. The objectives of the project are to support the government's efforts to reduce poverty through: (a) financing small scale projects for the rehabilitation and reconstruction of social and economic infrastructure, (b) creating short-term employment opportunities, (c) expanding community opportunities to identify local development needs and manage small-scale development projects, and (d) increasing the line ministry experience and capacity in developing investment criteria for local infrastructure construction.

36. The project, which has received strong support from the NGO and donor community, aims to build on the substantial NGO presence in Cambodia. Currently, about 90 international and 40 local NGOs are operating in rural Cambodia with funding from, among others, USAID, the EU and the French Government. The NGO community is also in a process of transition. The majority of international NGOs have been working in the refugee camps along the Thai-Cambodia border and have only recently moved their activities into Cambodia and begun focusing on rural development activities. Also, most of the Cambodian NGOs have only been in operation for the last two years or so. That said, the NGOs bring wide-ranging expertise in community programs and service delivery and are increasingly looking to cooperate with the Government. One of the products of the Social Fund will be to facilitate this collaboration. As with Social Funds in operation elsewhere, the SFKC will operate as a financial intermediary. Grant money to a maximum of \$250,000 will be provided for projects directed to local communities and run by or in collaboration with a reliable NGO.

Annex B:
FY 95 World Bank-Financed Projects with NGO Involvement

1.	Albania	Irrigation Rehabilitation
2.	Albania	Rural Development
3.	Albania	Health Services Rehabilitation
4.	Algeria	Economic Rehabilitation Support
5.	Armenia	Irrigation Rehabilitation
6.	Azerbaijan	Greater Baku Water Supply Rehabilitation
7.	Bangladesh	Integrated Nutrition
8.	Belize	Second Power Development
9.	Benin	Environmental Management
10.	Benin	Health and Population
11.	Bolivia	Education Reform
12.	Bolivia	National Land Administration
13.	Brazil	NE Rural Poverty Alleviation-BAHIA, SERGIPE, CEARA
14.	Burkina Faso	Urban Environment
15.	Burundi	Second Health and Population
16.	Cambodia	Social Fund
17.	Cameroon	Health, Fertility and Nutrition
18.	Cameroon	Transport Sector Technical Assistance
19.	Cape Verde	Basic Education and Training
20.	C.A.R.	Livestock Development and Rangeland Management
21.	Chad	Agricultural and Livestock Services
22.	Chad	Population and AIDS Control
23.	Chile	Secondary Education Quality Improvement
24.	China	Southwest Poverty Reduction
25.	China	Yangtze Basin Water Resources
26.	China	Economic Law Reform
27.	China	Iodine Deficiency Disorders Control
28.	Colombia	Agricultural Technology
29.	Cote d'Ivoire	Municipal Support
30.	Dominican Republic	Irrigated Land and Watershed Management
31.	Egypt	Irrigation Improvement
32.	Estonia	Health
33.	Estonia	Haapsalu and Matsalu Bays Environment
34.	Georgia	Municipal Infrastructure Rehabilitation
35.	Ghana	Fisheries Sub-Sector Capacity Building
36.	Ghana	Vocational Skills and Informal Sector Support
37.	Ghana	Private Sector Development
38.	Guinea	Equity and School Improvement
39.	Guinea-Bissau	Transport and Urban Infrastructure
40.	Guyana	Private Sector Development Adjustment Credit
41.	Haiti	Road Maintenance and Rehabilitation
42.	Honduras	Environment Development
43.	India	Agricultural Human Resources Development
44.	India	Assam Rural Infrastructure
45.	India	Tamil Nadu Water Resources Consolidation

46.	India	Madhya Pradesh Forestry
47.	India	District Primary Education
48.	India	Andhra Pradesh First Referral Health System
49.	India	Second Madras Water Supply
50.	Indonesia	Second Agricultural Research Management
51.	Indonesia	Second Professional Human Resource Development
52.	Indonesia	Health IV - Improving Equity and Quality of Care
53.	Indonesia	Second Rural Electrification
54.	Indonesia	Village Infrastructure
55.	Kenya	Sexually Transmitted Infections
56.	Kyrgyz Republic	Social Safety Net
57.	Latvia	Liepaja Environment
58.	Lebanon	Health Sector Rehabilitation
59.	Lithuania	Kalipeda Environment
60.	Macedonia, FYR	Social Reform and Technical Assistance
61.	Madagascar	Second Irrigation Rehabilitation
62.	Madagascar	Agricultural Extension Program Support
63.	Mali	Agricultural Trading and Processing Promotion
64.	Mali	Education Sector Adjustment Credit
65.	Mauritius	Port Development and Environment Protection
66.	Mexico	Rainfed Areas Development
67.	Mexico	Second Decentralization and Regional Development
68.	Mexico	Technical Education and Training Modernization
69.	Mexico	Program of Essential Social Services (PROSSE)
70.	Nicaragua	Institutional Development
71.	Nicaragua	Basic Education
72.	Niger	Pilot Private Irrigation Promotion
73.	Pakistan	North-West Frontier Province Primary Education
74.	Pakistan	Punjab Forest Sector Development
75.	Pakistan	Population Welfare Program
76.	Panama	Rural Health
77.	Peru	Lima Water Rehabilitation and Management
78.	Peru	Primary Education Quality
79.	Peru	Proposed Electrification Privatization Adjustment Credit
80.	Philippines	Women's Health and Safe Motherhood
81.	Romania	Employment and Social Protection
82.	Russian Federation	Management and Financial Training
83.	Russian Federation	Environmental Management
84.	Russian Federation	Emergency Oil Spill Recovery and Mitigation
85.	Senegal	Community Nutrition
86.	Senegal	Water Sector
87.	Senegal	Private Sector Adjustment and Competitiveness Credit
88.	Sierra Leone	Urban Water Supply
89.	Sri Lanka	Columbo Environmental Improvement
90.	Tanzania	Mineral Sector Development Assistance
91.	Thailand	Lam Takhong Pump Storage
92.	Togo	Education Rehabilitation
93.	Tunisia	National Rural Finance
94.	Turkey	Essential Health Services and Management Development
95.	Uganda	Distinct Health Services Pilot and Demonstration

- | | | |
|------|-----------|---|
| 96. | Venezuela | Agricultural Extension |
| 97. | Venezuela | National Institute of Parks (Inparques) |
| 98. | Zambia | Agricultural Sector Investment |
| 99. | Zambia | Second Social Recovery |
| 100. | Zambia | Urban Restructuring and Water Supply |

ANNEX C: NGO-World Bank Committee Membership - 1995

ANNEX C:
NGO-WORLD BANK COMMITTEE MEMBERSHIP - 1995

World Bank Members

1. Myrna Alexander	OPRDR	11. Ismail Serageldin	ESDVP
2. Hans Jurgen Gruss	LEGMN	12. Barbara Bruns	EDIHR
3. Robert Picciotto	DGO	13. Paula Donovan	FRMDR
4. James Adams	AF2DR	14. Callisto Madavo	EA1DR
5. Mark Malloch Brown	EXTDR	15. Ishrat Husain	PSP
6. Elkyn Chaparro	FPDVP	16. Aubrey Williams	PSP
7. Zafer Ecevit	LATSO	17. Stephen Denning	AFRVP
8. Daniel Ritchie	MN1DR	18. Anne Hamilton	SASVP
9. Alexander Shakow	OPRDR	19. Gloria Davis	ENVSP
10. Lyn Squire	PRDDR	20. Joanne Salop	SASVP

Alternates:

Roger Slade	OEDD1
David de Ferranti	HDD
Heywood Fleisig	PSD
Anthony Ody	LACVP
Franciso Aguirre-Sacasa	OEDDR

NGO Working Group on the World Bank

AFRICA

Thierno Kane
Fédération des Associations du Fouta pour le Développement (FAFD)
Senegal

Horst Kleinschmidt
Kagiso Trust (KT)
South Africa

Jalal Abdul Latif *
Inter-Africa Group (IAG)
Ethiopia

Temba Ndiweni
Organization of Rural Assistance for Progress (ORAP)
Zimbabwe

ASIA

Md. Iqbal Asaria * (NGO Co-Chair)
Third World Network
U.K.

Antonio Quizon*
Asian NGO Coalition for Agrarian Reform and Rural Development (ANGOC)
The Philippines

Sadiq Malik
Rural Development Foundation of Pakistan (RDFP)
Pakistan

L.M. Samarasinghe
National NGO Council of Sri Lanka
Sri Lanka

Rajesh Tandon *
Society for Participatory Research (PRIA)
India

EUROPE

Michel Faucon
Centre de Recherche et d'Information pour le Développement (CRID)
France
Bruno Gurtner

ANNEX C: NGO-World Bank Committee Membership - 1995

EUROSTEP (represented by)
Swiss Coalition of Development Organizations
Switzerland

Irene Noerlund
Danish Coalition for North/South Cooperation (DCNSC)
Denmark

Robert Shaw
Aga Khan Foundation (AKF)
Switzerland

Paul Spray *
Association of Protestant Development Organizations in Europe (APRODEV) (represented by)
Christian Aid
U.K.

LATIN AMERICA AND THE CARIBBEAN

Joan French
Caribbean Conference of Churches (CCC)
Barbados

Manuel Chiriboga
Latin American Association of Promotion Organisations (ALOP)
Costa Rica

Abelardo Sanchez-Leon
Centre de Estudios Y Promocion del Desarrollo (DESCO)
Peru

Edwin Zablah *
Fundacion Augusto Cesar Sandino (FACS)
Nicaragua

NORTH AMERICA AND THE PACIFIC

Jane Covey *
Institute for Development Research (IDR)
U.S.A.

Kamal Malhotra
Community Aid Abroad (CAA)
Australia

Paul Nelson
Church World Services / Lutheran World Relief (CWS/LWR)

ANNEX C: NGO-World Bank Committee Membership - 1995

U.S.A.

Kole Shettima
Inter-Church Coalition on Africa (ICCAF)
Canada

INTERNATIONAL NGOs

Michael Edwards
International Save the Children Alliance (SCF UK)
United Kingdom

George Gelber
Cooperation Internationale pour le Développement et la Solidarité (CIDSE)
Belgium

SECRETARIAT OF THE NGO WORKING GROUP (NGOWG)

Latin American Association of Promotion Organisations (ALOP) *(as of Oct. 1995)*
Costa Rica
Manuel Chiriboga - NGO Co-Chair

* Members of the Steering Committee

ANNEX C: NGO-World Bank Committee Membership - 1995

Please note the following changes in 1996 membership of the NGO-Bank Committee

Africa

Charles Abugre *(replacing FAFD)*
The Integrated Social Development Centre (ISODEC)
Ghana

Asia

Qazi Faruque Ahmed *(replacing National NGO Council of Sri Lanka)*
Proshika (MUK)
Bangladesh

Leonor Briones *(replacing Third World Network)*
Freedom from Debt Coalition
Philippines

North America and the Pacific

Yoko Kitazawa *(replacing (CWS/LWR)*
Pacific Asia Resource Center (PARC)
Japan

Jane Covey *(membership renewed for another term)*
Institute for Development Research (IDR)
USA

Latin America and the Caribbean

Carlos Heredia *(replacing CCC)*
Equipo Pueblo
Mexico

Caribbean Policy Development Centre (CPDC) *(new member)*
Barbados

Europe

Mats Haarsmar *(replacing DNSC)*
Swedish Mission Council (SMC)
Sweden

ANNEX D:
Glossary of Terms

AFRODAD	African Regional Network on Debt and Development
AGETIP	Agence Sénégalaise des Travaux d'Intérêt Public
AKF	Aga Khan Foundation
ALOP	Latin American Association of Promotion Organisations
ANGOC	Asian NGO Coalition for Agrarian Reform and Rural Development
APRODEV	Association of Protestant Development Organizations in Europe
BRAC	Bangladesh Rural Advancement Committee
CAR	Central African Republic
CAS	Country Assistance Strategy
CBO	Community-Based Organization
CCC	Caribbean Conference of Churches
CCF	Client Consultation Fund
CEDEP	Centre for Development of People (Ghana)
CEDPA	Centre for Development and Population Activities
CERDA	Centre Universitaire de Recherche / Développement en Agro-economie
CGAP	Consultative Group to Assist the Poorest
CBNC	Community-based Nutrition Component
CONGAB	Council of Non-Governmental Organizations (Benin)
CPIC	Caribbean Public Information Center
CRID	Centre de Recherche et d'Information pour le Développement (France)
DCNSC	Danish Coalition for North-South Cooperation
DESCO	Centre de Estudios y Promocion del Desarrollo
DSM	Demand Side Management
EDI	Economic Development Institute
ENV	Environment Department
ESDVP	Environmentally Sustainable Development Vice Presidency
ESP	Education and Social Policy
ESW	Economic and Sector Work
FACS	Fundacion Augusto Cesar Sandino (Nicaragua)
FAFD	Fédération des Associations du Fouta pour le Développement (Senegal)
FAVDO	Forum of African Voluntary Development Organizations
FCI	Family Care International
FCR	Foundation for Contemporary Research
FENONG	National Federation of NGOs (Benin)
FIAHS	Fund for Innovative Approaches in Human and Social Development
FP	Family Planning
FWCW	Fourth World Conference on Women
GEF	Global Environment Facility
HIV/AIDS	Human Immune Deficiency / Acquired Immune Deficiency Syndrome
HKI	Helen Keller International
IAG	Inter-Africa Group
ICFTU	International Confederation of Free Trade Unions
ICPD	International Conference on Population and Development
IDA	International Development Association
IEC	Information, Education and Communication

IRRRAG	International Reproductive Rights Research Action Group
ISODEC	Integrated Social Development Centre
IUCN	International Union for the Conservation of Nature and Natural Resources
LAC	Latin America and Caribbean
MENA	Middle East and North Africa
MOHFW	Ministry of Health and Family Welfare (Bangladesh)
NATPOW	National Trust for Population Welfare (Pakistan)
NEAPs	National Environmental Action Plan
NEA	National Environmental Agency (Benin)
NGO	Nongovernmental Organization
NGOWG	NGO Working Group on the World Bank
OD	Operational Directive
O&M	Operations and Maintenance
OPRPG	Operations Policy Group, Operations Policy Department
ORAP	Organization of Rural Assistance for Progress (Zimbabwe)
PA	Poverty Assessment; also, Palestinian Authority
PAAD	Environment and Development Action Plan (Honduras)
PAG	Participatory Assessment Group (Zambia)
PAP	Participation Action Plan
PATH	Program for Appropriate Technology in Health
PHC	Primary Health Care
PHN	Population, Health and Nutrition
PIA	Project Implementing Agency
PIC	Public Information Center
PID	Public Information Document
PRIA	Society for Participatory Research (India)
PPA	Participatory Poverty Assessment
PPF	Project Preparation Facility
RDFP	Rural Development Foundation of Pakistan
SAP	Structural Adjustment Program
SAR	Staff Appraisal Report
SEHAS	Servicio Habitacional y Accion Social (Argentina)
SGP	Special Grants Program
UN	United Nations
UNDP	United Nations Development Program
USAID	United States Agency for International Development
VEC	Village Education Committees
WBG	West Bank and Gaza
WCL	World Confederation of Labor
WDR	World Development Report
WEDO	Women's Environment and Development Organization
WEMTOP	Women's Enterprise Management Training Outreach Program
WFP	World Food Program
WMTOP	Women's Management Training Outreach Program
WSSD	World Summit on Social Development
WWF	Worldwide Fund for Nature / World Wildlife Fund