Setting the Context and Giving Feedback

NPA Consultancy on the NGO sector in Tanzania

Norwegian Peoples Aid, Tanzania
P.O.Box 3381,
Dar es Salaam,
Tanzania
Ph/fax: 255-51-668815

Richard Holloway
Pact Zambia and USA

12.12.96
Goethe Institute
Dar es Salaam
Setting the Context and Giving Feedback
NPA Consultancy on the NGO sector in Tanzania

1. Why is there the interest in NGOs?
   1. The new paradigm of free markets, good government and civil society
   2. The quest for those who can alleviate poverty

2. What is civil society?
   1. Three parts to the state
   2. Definitions
   3. Classifying CSOs
   4. Classifying CSOs/2
   5. Membership Organisations
   6. Non-Membership Organisations
   7. False CSOs
   8. Mapping Civil Society in Tanzania

3. What are NGOs and CBOs?
   1. Characteristics of NGOs
   2. Characteristics of CBOs
   3. Varieties of NGOs

4. Relations to the State
   1. Why are NGOs important to the State?
   2. Complement, Supplement, Alternatives
   3. The importance of politics
   4. Elements of an enabling environment
   5. Elements of an enabling environment/2

5. Relations to the Private for-Profit Sector

6. Relations to external donors
   1. Why not rely on foreign funding
   2. Usual pattern of external funding/1
   3. Usual pattern of external funding/2

7. Domestic Resource Mobilization
   1. Options for domestic resource mobilization
   2. Why will anyone give money to an NGO?

8. The Healthy NGO
   1. Elements of a healthy NGO/1
   2. Elements of a healthy NGO/2
   3. Organisational Capacity Assessment
   4. Relations between the components of a healthy NGO
   5. Capacity development of NGOs

9. The Healthy NGO Sector
   1. Codes of Conduct from Philippines, Bangladesh, Zambia

10. Observations in Tanzania
    1. Problem Tree
    2. Objectives Tree
    3. Program Possibilities
The New Paradigm of Free Markets, Good Government and Civil Society

Good Government

Competitive Market Economy

Strong Civil Society

Good Government - A well managed state

Competitive Market Economy - driven by consumer choice (nationally & internationally)

Strong Civil Society - holds the other two accountable to the citizens

The new paradigm focusses on NGOs engaged in holding the State and the Market accountable, and in developing a pluralist society
The Emphasis on NGOs
The Quest for those who can alleviate poverty

The Market: produces wealth, gives Government income through taxes
BUT
Cannot help those too poor to buy its goods and services

The State sets framework for the market, rolls back its own direct involvement in the economy
BUT
Under SAP pressure has fewer resources, and is punishing the poor

Civil Society increases citizens involvement in governance
BUT
Is not directly directed at poverty alleviation

NGOs do “poverty alleviation”!

Fund them to make up for the deficiencies of the market
Fund them to make up for the deficiencies of the state
Fund them to do poverty alleviation work that no-one else can do.

Decisions are based more on dissatisfaction with Government, than proven competence of NGOs
<table>
<thead>
<tr>
<th>Sector</th>
<th>Name</th>
<th>Motivation</th>
<th>Resource</th>
<th>Resource Mobilization</th>
</tr>
</thead>
<tbody>
<tr>
<td>First</td>
<td>Government (and Armed Forces)</td>
<td>to rule &amp; govern</td>
<td>State property, laws, power</td>
<td>by law enforcement, command and coercion</td>
</tr>
<tr>
<td>(Prince)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Second</td>
<td>Business (merchant)</td>
<td>to make</td>
<td>Private profits Property</td>
<td>by trade and exchange</td>
</tr>
<tr>
<td>Third</td>
<td>Voluntary</td>
<td>to improve peoples’ lives</td>
<td>Time, energy, (own &amp; gifted)</td>
<td>through shared resources &amp; shared commitment to action</td>
</tr>
<tr>
<td>(citizen)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Definitions of the Third Sector
(also called “the non-profit sector”, and “civil society”)

1. Associations of people that take place between the family and the Government

2. Membership groups, community associations, citizen’s movements, social service centers, savings clubs, advocacy networks, which, along with formally chartered voluntary groups (i.e. NGOs) build upon and add to the already present political parties, labour unions, workers cooperatives, business associations, membership serving organisations, and religious bodies that have formed the traditional core of civil society.

(Adapted from “The emerging role of civil society” Schearer, Synergos Institute, 1995)
Classifying Organisations of Civil Society - by function  
(after Salamon and Anheier)

1. Culture and Recreation  
2. Education and research  
3. Health  
4. Social Services  
5. Environment  
6. Development and Housing  
7. Law, Advocacy, Politics  
8. Philanthropic intermediaries and promotion of voluntarism  
9. International activities  
10. Religion  
11. Business and Professional  
12. Not elsewhere classified
Classifying Organisations of Civil Society - by intention

1. Membership Organisations
   (Organisations set up by members with the intention of benefitting the members)

2. Non-Membership Organisations
   (Organisations set up by individuals with the intention of benefitting others who are not connected to the organisation)

3. False Organisations of civil society
   (Organisations set up to benefit private individuals, but falsely claiming to benefit either members or others)
Key Defining Characteristics of NGOs

1. Voluntary
   - they are formed voluntarily
   - there is an element of voluntary participation in the organisation (Board or constituency)

2. Independent
   - formally constituted and autonomous
   - controlled by members or by others to whom responsibility is delegated via a Board

3. Not for Profit
   - no profits (surpluses) are distributed to members or shareholders
   - governors of NGOs receive no income

4. Not Self-Serving
   - to improve the circumstances of identified disadvantaged people
   - to act on concerns of society as a whole

5. Value driven
   - based on shared values and commitment

6. Non-Political
   - not primarily involved in promoting candidates for elected office

7. Non-Religious
   - not primarily involved in the promotion of religious worship or religious education
Defining Characteristics of CBOs

1. Indigenous CBOs
   - helping themselves (member organisations)
   - democratic governance (usually run by volunteers)
   - few paid staff
   - locally resourced
   - small area of operation
   - usually multi-sectoral
   - usually unregistered in law
   - formed by people with some (usually geographic) connection to improve their own circumstances

2. Induced CBOs
   - formed because of external influence (Government, donor, or NGO initiative)
   - often motivated by a particular incentive
Kinds of Membership Organisations  
(Benefitting their members)

1. Indigenous Community Groups (possibly CBOs)  
(or organisations into which you are born, or which you join for your own benefit)

2. Induced Community Groups (possibly CBOs)  
(or organisations started by someone from outside the community which you join for the benefits you may receive)

3. Mass Organisations  
(or organisations that you join to belong to a larger movement and lobby for change)

4. Religious Organisations  
(or organisations that you join to express your religious beliefs through works)

5. Trade Organisations (employed, self-employed, employers)  
(or organisations that you join for solidarity and group strength in the work place)

6. “Home Town” organisations  
(or organisations to help all those who come from a particular place)
Non-Membership Organisations (benefiting others)

1. Local Philanthropic Organisations
   *(Started by a richer person in the locality)*

2. National Philanthropic Organisations
   *(Started by businesses and/or government)*

3. Service Clubs
   *(or organisations that combine social and philanthropic functions)*

4. “NGOs”
   *(or private voluntary humanitarian welfare and development organisations)*
False Organisations of Civil Society

1. Come “n Gos
   (or individuals who gather collect money from community people for an announced purpose, then disappear with the money)

2. Briefcase NGOs
   (or organisations which claim to be value driven but are simply a means of collecting personal income - usually from external donor organisations)

2. GONGOs
   (or organisations started and controlled by government but represented as non-government - usually to access foreign donor funding)

3. BONGOs
   (or organisations started by business houses but represented as non-profit organisations - usually to access tax allowances)

4. DONGOs
   (or organisations started by and controlled by donor organisations but represented as indigenous organisations - usually to allow a donor organisation to carry out an intended program)
Varieties of NGOs
(or private voluntary humanitarian welfare and development organisations)

1. Implementing NGOs
   - Work with people at the grass roots, usually through a CBO (indigenous or induced) on a program agreed by the people

2. Service delivery NGO
   - Delivers some goods or services to the grass roots. Not necessarily part of a program agreed by the people, sometimes on behalf of government

3. NGO Network
   - a collection of NGOs which share a common problem or interest in a common issue which come together for that reason, not losing any of their autonomy

4. NGO Support Organisation
   - an NGO which has as part of its mission the building of capacity in other (usually smaller) NGOs. Often arises from the secretariat of a network.

5. Advocacy Organisation
   - an NGO which has, as part of its mission, the intention of changing policy and practice as it affects its target people

6. “Umbrella” Organisation
   - an NGO which comprises other member NGOs to which it offers various services

7. Apex (or Representative) Organisation
   - an NGO which is agreed to represent the NGO sector in dealings outside the sector - most usually with Government
Relations between NGOs and the State:

Why are NGOs important to the State?

1. NGOs are increasingly large in size and scope
2. NGOs can mobilise large amounts of resources (both domestic and foreign)
3. NGOs can extend what Government can do
4. NGOs can do things that Government cannot
5. NGOs can respond to Government failures
6. NGOs are advocates for the poor and can inform Governments of grass roots realities
7. NGOs represent democratic pluralism
8. NGOs encourage Government accountability and transparency
9. NGOs can experiment
10. NGOs can complement, supplement, and provide alternatives to Government services
**Complement / Supplement / Alternatives to.....**

NGOs **COMPLEMENT** Government when:

- they carry out work which fits within Government policy that Government is not doing

  *e.g.* Government’s policy is universal literacy by 2000
  - Government works through the formal schools system
  - NGOs work through non-formal adult literacy classes

NGOs **SUPPLEMENT** Government when

- they carry out work beyond what Government is able to do, but within the same policy

  *e.g.* Government wants to extend family planning to 107 districts, but can only manage 70. The NGO makes up the difference

NGOs **PROVIDE ALTERNATIVES** to Government policy when

- they disagree with government policy and practice and show an alternative way of reaching the same goal

  *e.g.* Government’s agricultural policy is to use hybrid seed, chemical fertilizer, and chemical pesticides to increase production. The NGO’s questions the rightness of the Government policy and promotes open pollinated seeds, organic manuring, and biopesticides.
The Importance of Politics in Government/NGO relations

The amount of space allowed to NGOs in any given country is determined first and foremost by political considerations, rather than by any catalogue of the contribution of NGOs to economic and social development

(Bratton)

Degrees of Political Sensitivity to a Government of NGO Activities

1. Delivery of Services and Inputs
2. Developing new technologies and methods
3. Developing new social innovations
4. Policy level lobbying
5. Grassroots organising
Elements of an Enabling Environment

The Government can act along a spectrum to set up a policy and legal environment for NGOs:

Non-interventionist

Active encouragement

Partnership

Co-option

Control
Elements of an Enabling Environment

Government Possible Policy Instruments

1. Governance  
   (Encouraging public debate and consultation: encouraging the right to organise interest groups)

2. NGO Regulations  
   (Regarding registration and reporting, auditing and accounting)

3. Taxation policies  
   (On income, local fund-raising, duties or imports, VAT etc)

4. Involvement in policy making

5. Project implementation  
   (Use of NGOs in Government program and project implementation)

6. Access to Information  
   (NGOs as conduit down to and up from the grass roots about Government projects)

7. Coordination  
   (Requirements for coordination within the NGO sector)

8. Official Support (Grants, contracts etc.)
Relations with the Private For-Profit Sector

1. Corporate Philanthropy
2. Corporate Social Investment
3. Joint ventures (WIIFM?) - new technologies?
4. Joint Advocacy?
5. Purchasing power
Why should anyone give money to an NGO or CBO

1. Because they are doing good work
2. Because they are doing good work more effectively than others
3. Because they are honest and responsible
4. Because they are attractive and persuasive
5. Because they appeal to a particular interest in a potential donor
6. Because they are potentially useful to a potential donor
7. Because they are asked
8. Because they have no other source of funds
Why not rely on foreign funding?

1. Individuals in the North are giving less
2. Companies in the North are tighter with their money
3. International aid is being reduced
   - aid has more conditionalities
   - more money proportionally for NGOs (but on tighter conditions)
   - aid is more fickle
4. Foreign funding is usually only available as project funding - not sustained
5. Foreign funding does not build up supporters in Tanzania
6. Foreign funding makes you vulnerable:
   - to accusations of foreign domination
   - to foreign policies
7. It contradicts basic development concepts of self-reliance
The Options

A. *Domestic Resource Mobilization*

1. Asking the public for money (or other resources)

2. Asking the business world for money (or other resources)

3. Asking the Government for money (or other resources)

4. Generating your own money (by different kinds of enterprises)

B. *Asking external donors for money (or other resources) to build sustainability*

1. Property or Capital Equipment

2. Financial Endowment
Elements of a healthy NGO

A healthy NGO will have competence in the following fields:

1. Governance
2. Management Practices
3. Human Resources
4. Financial Resources
5. Service Delivery
6. External Relations
7. Sustainability
The Elements of a healthy NGO

1. **Identity/Attitude**
   - Understanding Development
   - Belief that it can bring about change
   - Cooperation
   - Voluntarism
   - Representing the Community
   - Democratic organisation

2. **Vision/Mission/Strategy**
   - Its vision for a better future
   - Its purpose for existing
   - Members agreement to its vision and Purpose
   - Its activities serving its purpose

3. **Structures/Systems**
   - clear and well understood bye laws
   - clear staff roles and responsibilities
   - Clear records of decisions and correspondence
   - transparent and clearly understood accounts
   - opportunities for staff/volunteers to improve themselves
   - participation in decision making
   - competent leadership
   - learning lessons from mistakes

4. **Skills/Abilities**
   - competent staff and volunteers
   - understanding of core tasks
   - guidance from the leaders
   - inspiration and encouragement from the leader
   - teamwork
   - conflict resolution

5. **Material and Financial Resources**
   - Resources from the community
   - Voluntary time from their members
   - Local Fund-raising activities
   - External funding
   - Sufficient equipent for its needs

6. **Programme Performance**
   - Sustainable programmes
   - Need based programmes
   - Organisation Building Programmes
   - Programmes which build its staff

7. **External Relations**
   - Lobbying and advocacy for its members
   - Good relations with stakeholders
   - Good relations with other CBOs
   - Involvement in NGO fora

*to be adapted/modified in each country*
Capacity Assessment

A set of questions or check lists to ascertain how an NGO compares to an ideal, expressed through different elements of a healthy NGO

1. Governance
2. Management Practices
3. Human Resources
4. Financial Resources
5. Service Delivery
6. External Relations
7. Sustainability
Relations between the components of a healthy NGO

Usual Pattern of External Funding/1

Usual Pattern of external funding/2
What programs fit these objectives?

1. Organisational Development work with and support to existing and emerging umbrella organisations, networks, and support organisations to sharpen their missions and strategies so that they can provide better and more strategic services to the NGO sector.

2. Support to existing and emerging capacity building organisations so that they can provide better and more strategic services to the NGO sector.

3. Introduce organisational capacity assessment tools to the NGO sector through umbrella organisations, networks, support organisations, and provide training in its use.

4. Develop a basic “foundation course” in the essential attributes of an NGO and encourage its use as widely as possible - including lobbying with the donor community to have its use recognized by them.

5. Work with the Government to map and collect data on the NGO sector in Tanzania.

6. Work with the Government and the new Steering Committee to improve and put into place a better decentralized registration procedure, and provide technical assistance in drafting better NGO legislation.

7. Work with the NGO steering committee to develop and gain acceptance for an NGO Code of Conduct which will have some strength.

8. Develop with partners from the NGO community some public information materials on the actual work of the NGO sector (books/videos) for wide dissemination in Tanzania to improve public attitudes to NGOs.

9. Introduce the topic of domestic resource mobilization to the Tanzanian NGO community. Provide TA and training in this field, as well as lobby donors to support this field.

10. Lobby for a Code of Conduct for donors to introduce standards of professionalism in those funding the NGO sector.
## Distribution List for Document

### Those at the meeting

1. Beneventura Rutinwa, CFSM, U of Dar es Salaam
2. Dennis Muchunguzi, AFREDA
3. Edda Mariki, TAWOVA
4. Richard Ndeskoi, NCOS/COOPIBO
5. Paul Bottelberge, COOPIBO
6. Jaqueline Maleka, WIFI
7. Ronnie Graham, HelpAge International
8. Sarah Musilla, UNV-UNDP
9. Silas Likasi, CDTF
10. Tim Manchester, PSI-USAID
11. Susan Farnworth, CARE
12. Lawrence Kagaruki, CARE
13. Marietta Mchar, ILO
14. Cornelius Kariwa, Association of Tz Employees
15. Mary Mzeru, NIGP
16. Hedwiga mbuya, USAID
17. Janis Timberlake, USAID
18. Michael Doyle, Concern Worldwide
19. Waheeda Sharif, AKF Tanzania
20. Christine Warioba, TGNP

### Those not at the meeting

21. Mr. Mushi, NGO Liaison Unit, Prime ministers Office
22. Christopher Nyirabu, Vice Presidents Office
23. Mr. Materu, TANGO
24. Khalfan K. Khalfan, ANGOZA
25. Dr. Mangalila, World Bank
26. Tina Kashebosha, World Bank
27. Annette Allard, European Union
28. Reidun Sandvold, NORAD
29. Loserian Sangale, ODA
30. Betina Schneeweis, Konrad Adenauer Stiftung
31. Willem Overbeke, EASUN, Arusha
32. Jonathon Otto, P.O.Box 1409, Arusha, Tanzania