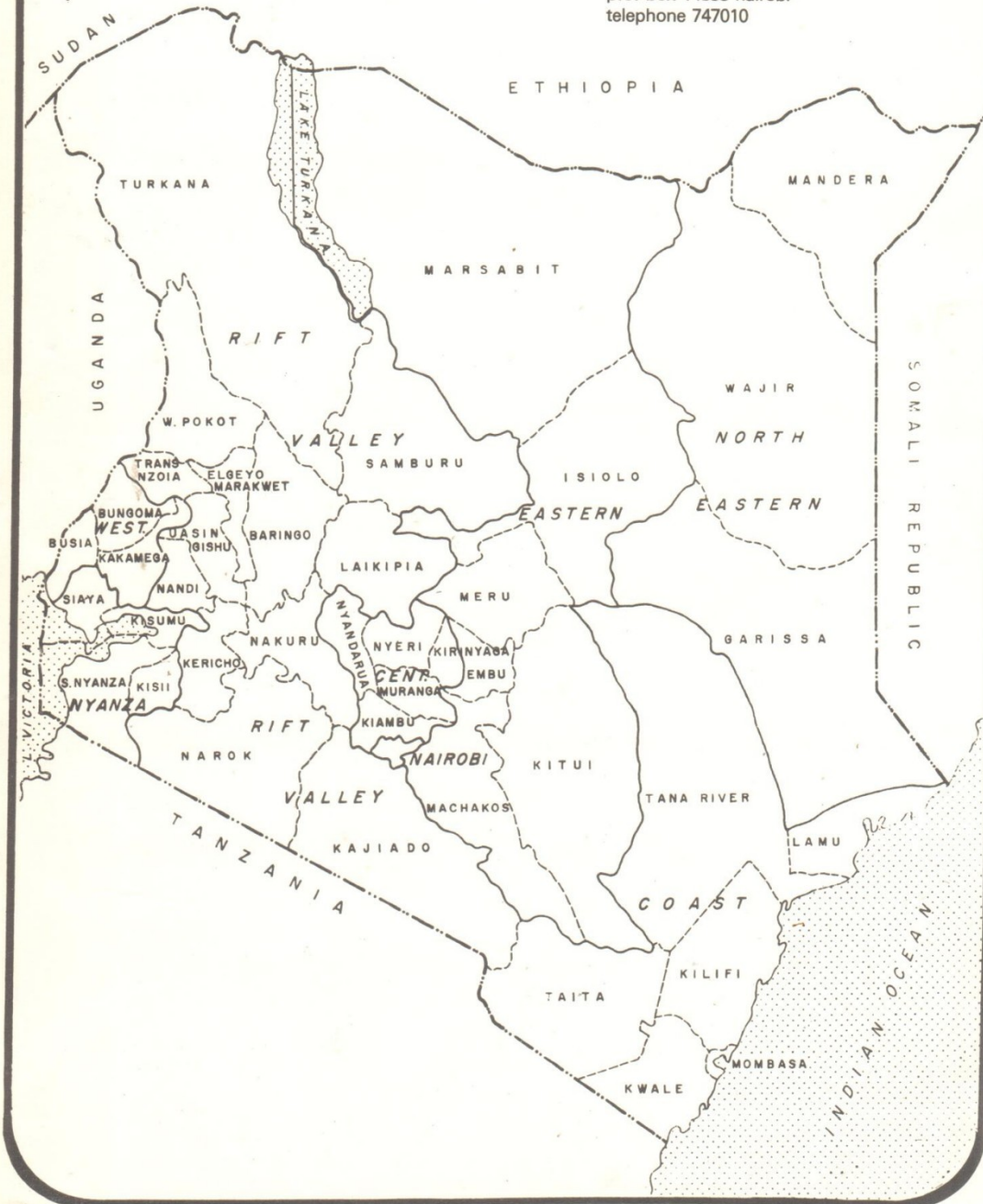




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**CHRISTIAN RELIEF AND DEVELOPMENT ASSOCIATION
TOWARDS A DEVELOPMENT PROCESS**

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"THAT WHICH IS, GROWS FROM THAT WHICH WAS"

Ethiopian Proverb

I. TERMS OF REFERENCE

The following are the terms of reference which were supplied to the Consultants on 3rd December 1986:-

"The members of the CRDA Executive Committee have agreed that they should spend less time dealing with routine matters. This will allow them to have adequate time for studying policy issues.

1. Study the present decision making policies of CRDA and make recommendations on how some of the work presently handled by the Executive Committee can be transferred to Management.
2. Study staff presently employed and chains of command.

Based on recommendations under No. 1 suggest changes in staff structures and chains of command.

Make recommendations of staffing levels.

The Membership has indicated that they wish CRDA to have technical people on staff who would be available to the members when required."

We interpreted the terms of reference above as follows:-

As they stand they reflect the point of view that reorganising the structures and specifying the chains of command would automatically lead to rational organisation for development work by CRDA within members' specifications. We do not believe this is so as our interviews suggest that neither the full range of members' specifications of development interests nor management approaches to development have been systematically discussed either by CRDA staff or members.

We believe such discussion should inform thinking on development tasks which in turn will determine what structures, staffing levels, salaries, chains of command will become necessary. This is the focus of this draft report.

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2. NGO DEVELOPMENT PATTERNS : AN OVERVIEW

The NGO phenomenon is now a widely accepted reality. Its diversity is such that so far no single designation has satisfactorily encompassed the diversity which is apparent even here in Ethiopia. Nor is there social or political science theory which clearly explains NGO activity either nationally or internationally. We are left with the history of NGO activity over the past 35 - 40 years for guidance toward an understanding of the NGO story.

For purposes of this overview it may suffice to use three categories of NGO activity which when seen in sequence provide a crude "model", as it were, of NGO lifestyles.

3. RELIEF

It is now fairly clear that disasters of various kinds - wars, droughts, famine - provide the birthplace of NGOs. World War II was a prime example. Forty three agencies were born in the U.S. in that period and they quickly coalesced into a formal consortium or collectivity.

In subsequent calamities more agencies were born while those from an earlier "age-group" were revitalised or re-directed toward some specialty activity. It is on relief activity that new-born agencies "cut their teeth", "re-invent wheels", develop constituencies, create a bit of a track record and find themselves joining same kind of coordinating collectivity. CRDA is such a collectivity - one of the few in Africa. In the history of NGO relief activities world-wide, however, there are numerous precedents.

Relief activity is often of an emergency nature; niceties such as "cost-effectiveness" are tossed over board in the attempt to be immediately relevant and to "get the job done". Typically relief activity provides access to relatively "easy money", accounting is less demanding and great value is laid on effective delivery systems.

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Generally the relief response mounted in our imperfect world is fraught with excess. It is conceded at once that the international media plays both a gaudy (perhaps even opportunistic) role, but given political realities, a necessary role. It is also readily accepted that the "heat of the relief moment" cannot be long sustained, even if it were desirable or necessary. Relief activity is by definition a highly concentrated response to need over a relatively short period of time. Its decline or demise, so far, has usually been just a bit untidy, uncertain and sometimes painful. This is the time when amongst the agencies "the men are to be distinguished from the boys". Some agencies fold-by default or design, some move on to the next disaster, some shift adroitly to the next-phase, non-relief task at hand.

4. REHABILITATION - DEVELOPMENT

There is room for debate about the fuzzy position/role of rehabilitation. Some people see this activity as a final "clean-up" touch to relief-ensuring that things are in place as they were before disaster struck. Others would say that rehabilitation is the logical post-relief step toward development. In real life these distinctions can be afforded and managed provided the respective agency has the support of loyal but flexible constituency support.

The classical precedent for the agency shift from relief to development took place in the post World War II period. Just as relief and rehabilitation came to an end, there emerged around the world many new, young nations which we now rather euphemistically call the "Third World", a much contested designation, by the way. These young states made their presence felt most spectacularly within the UN, initially as new members states, but subsequently as a portion of the world requiring and variously demanding what we now call "development".

The development agenda was set on a global scale by a series of 18 international conferences. In retrospect we recognise all of them as urgent; environment, health, population desertification, energy, etc. etc.. By means of these conferences, certain standards or goals were set and for a few of the early ones there were established

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permanent follow-up UN secretariats, eg. UN Environmental Program.

During the 1960s and 1970s - the first and second development decades respectively, the NGO community shifted dramatically to accommodate the new opportunities. 'Development' was accepted as a legitimate NGO concern. It has been with us ever since, sometimes as an agency specialty, but usually as part of some perceived sequence of change activity.

5. NGO NETWORKING : LINKAGES

"Networking" is a jargon word. It refers to the process of sharing information by means of non-hierarchical systems. It bespeaks horizontal structure and a degree of pluralism. Very often net-working is focused on single-issue concerns such as the environment or forestry.

Networking assumes a certain maturity amongst active NGOs. For it demands and facilitates reciprocity giving and receiving, generating one's own experience and readily learning from the experience of others. In the best of all worlds, all NGOs would engage in some form or some degree of networking. In the real world, we are still living with an international hierarchy of dependency structures and relationships, often replicated within given countries. These lend themselves less well to the networking function.

To summarize briefly, we can talk of NGOs in terms of the tasks which they undertake. During the past 40 years those tasks have basically been three :- Relief (Rehabilitation)

- Development
- Networking

These tasks have been taken on sequentially and they are viewed as a progression from the relatively simple toward the more complex and the the more mature tasks.

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It is also important to note that these tasks have been determined or conditioned by the nature and the sequence of world events during the past 40 years. In the broadest terms these trends have been occasioned by the demise of the imperial world and the rise of new nations as a consequence. Together with the multi-lateral and bi-lateral international aid agencies, the NGO community has been part of the effort to transfer goods, services, technologies and skills from the so-called "first world" to the so-called "third world". During recent years it has become clear that all is not well with this aid system. There is not the smooth progression toward the improvement of living standards around the world as was once anticipated.

The implications for NGOs are fairly clear. In terms of organizational progression, NGOs feel comfortable with the shift from relief to development and beyond. But unpredictable disasters and the persistent systemic inequalities in our world ensure that the NGO community will probably always be dealing with the whole spectrum of relief, rehabilitation, development and networking. Emphasis will vary depending on the needs and the possibilities of the moment.

As an NGO collectivity, the CRDA reflects nearly all of the past assumptions about NGO activities and holds very considerable promise for the future. There is some consensus that relief activity is on the decline or in need of redefinition. There is lack of clarity on the meaning of 'rehabilitation', 'development', 'projects', and the liaison or coordinating function of the CRDA. These terms have become associated with categories of money, internal organization and material aid, lending to the imprecision of terms. What is being reached for are terms of references which provide overall rationale for the range and direction of CRDA activities and the commensurate shift in organisational structure.

By its very nature, the CRDA is comprised of contradictions. Member agencies vary in size and in terms of their need for and contribution to CRDA services. There is currently the strong 'push' of available

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'project money' for development but clearly not sufficient "organizational process" to generate project proposals, begging the question of logical sequence and the question of how to stay close to donors during time of transition.

During the height of the drought, needs were so clear, and relatively speaking, so uniform, that the demand for CRDA services was primarily in the form of effective coordinating and delivery services. Thus it was a matter of streamlining the structure for that purpose. Now, as the needs of member agencies diversify, the commensurate need for an intensification of "process" becomes apparent.

Whether the required shift can be effected with structural "sleight of hand" or whether much more attention needs to be given to active participation, (including CRDA staff and key persons from member agencies.) reflection, and exploration in the search for new direction, is the question to be considered. As consultants, our biases are definitely toward the latter option.

6. SEPARATING POLICY AND MANAGEMENT

In spite of the mystification on this issue found in written documents and presentations, the critical issues are whether management, which currently handles fundraising without members' complaints, should handle fund distribution. That issue masks others namely; does the management have the capacity to technically evaluate development proposals and decide on appropriate funding levels?

We are convinced that the Executive Committee should not sit to decide funding allocation. It is a policy body which ought to develop specific criteria on:-

1. Which type of funding should CRDA solicit?
2. Which type of projects CRDA should fund and for how long?
3. Set specific development priorities, and project periods.

The Executive Committee should then ask CRDA management to:-

1. Set in motion a process for:-
 - a) Publicising that currently there are funds in CRDA for projects.
 - b) Who is eligible for project assistance from these funds.
 - c) Procedure for applying for funds.
 - d) Procedures for evaluating funding requests to be followed by management i.e.
 - 1) Method of registration of funding requests.
 - 2) Method of checking whether they fit CRDA priorities.
 - 3) Method of technical feasibility evaluation (by experts outside CRDA on reference).
 - 4) Method of paying for technical feasibility evaluation.
 - 5) Method of communicating technical evaluation and funding to clients , and
 - 6) Submission of Management funding support and rejection recommendations to Executive Committee whose approval

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will bind the organisations.

- e) Management should not be constrained by project cost ceilings although, on principle, small is not only beautiful but lends itself to spreading funding to many members.

Since different dynamics between management and membership will be triggered by this new way of handling funding we suggest that the Memorandum of Association be revised as follows:-

1. Quorum requirements at all levels to be increased to simple majorities (i.e. 51%)
2. Public General Meetings be held at least Quarterly.
3. Membership General Meetings be held at least bi-monthly.
4. CRDA holds a professional evaluation of its role every 7 years (to be added to Article 7.)
5. All office bearers and committees shall be elected for a period of at least 2 years.
6. The Executive Committee Membership shall be at least 25% of registered membership.
7. Executive Committee shall make policy, supervise management, and create as many subcommittees to facilitate its work as necessary. These should not be specified. (This implies dropping Article 9, e; c:, other than phraseology on dividing itself).
8. Addition of provision for General Assembly to appoint a lawyer.

7. PROCESS CONSULTING

A. RETHINKING OPERATIONS

We believe that any NGO coordinating body, whose members have different needs and who can contribute different talent to it, must continually reorganise itself, especially during transitions between relief, rehabilitation/development, relief cycles. These reorganisations of staff, business processes and programming focus, can only be designed by the coordinating body itself in conformity with the milieu possibilities. It can raid different ideas, talent etc. from its members and others.

To facilitate CRDA's renewal of its purpose we propose that over the next 6 months CRDA:-

1. Releases its Coordinator from day to day operations to rethink its purpose.
2. That during this period the Deputy Coordinator runs the day to day operations of CRDA.
3. That all decisions related to management including funding allocations be transferred immediately to staff from the Executive Committee which will handle ONLY policy matters.
4. That during the 6 month period, the Deputy Coordinator be responsible fully for administering funding. This will involve reconstituting present staff into a specific task force(s) to generate projects.
5. These recommendations need to be authorised by the Executive Committee before inception (i.e before month 1).

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B. STRUCTURE OF PROCESS CONSULTING

We propose that over the next six months the CRDA Staff, Executive Committee, Members and Consultants take part in rethinking the role of CRDA in the following manner which is designed to elicit coherent participant reorganisation.

Month 1 - 3

The Coordinator, drawing on the necessary resources, reorganises CRDA for longterm developemnt work as per Executive Committee wishes. This should include and not be limited to:-

1. Ascertaining CRDA Members development needs and concerns in the shortrun (1-2 years), medium term, (3-5 years), and longtem (5-X years). This will be facilitated by holding discussions with members in Addis Ababa (agency heads) and Field Operatives outside Addis Ababa.
2. Development of inventories of technical personnel and skills available within, a) members' organisations b) state institutions eg. ministries, research institutions, universities etc. c) consultants within country and region, who can be utilised to service needs identified in 1.
3. Develop a coherent CRDA staffing plan grouping activities into three broad areas of a) finance and administration b) development programming and c) logistics. Job descriptions, a methods and procedures manual, staff development and retraining plans (in planning and computer usage) for present staff, and, a CRDA management process plan should be developed.
4. Review of staff salaries and benefits.

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Month 4

1. The Coordinator will send reports conforming to the four areas above in spirit and specificity to all members and consultants for review and written comment.
2. Members and Consultants will send written comments to Coordinator who will incorporate them in a draft document to be basis of discussions in month 5.
3. Members' comments should be made available to consultants.

Month 5

1. CRDA Staff and Consultants will meet for 1-2 days to review proposals made by the Coordinator.
2. At this meeting Consultants should chair the proceedings and be responsible for producing a CRDA longterm plan for circulation and review by all members.
3. Members should send to CRDA and Consultants written comments.

Month 6

1. CRDA Senior Staff, Executive Committee and Consultants will meet for 1-2 days to review and adopt the CRDA Development and Staffing Plan.
2. It is expected that out of this process consulting there will emerge clear thoughts on what is feasible within the broader societal and resource constraints in development and staffing of CRDA in service to members. Such a plan will have been development by a process of consensus building which is absolutely necessary for a coordinative body. It is also expected that the staff will see the need to focus on development rather than the narrow departmentalism existent.

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- To enable the Coordinator to think creatively about the issues involved in this reorganisation, he should take time off to travel and visit other consortia and read about participatory development in different parts of the world.

8. FRAMEWORK FOR THINKING CRDA LONGTERM ROLE AND STAFFING

We are impressed by the goodwill the CRDA staff enjoy from the members we have met. However, to get on top of the development issues which members face in the short, medium and longterm planning periods, the Coordinator should meet not only with agency heads in Addis Ababa but travel to talk to members' field operatives.

Some members, with whom we talked, have information about technical skills/people, both inside and outside the country, for donation or purchase. They should give this to the Coordinator, in a format to be developed by him, so as to facilitate rapid processing of it and banking the information at CRDA.

On principle we question the notion that the staff at CRDA who spearhead developemnt need be fully specialised technicians; their basic role in coordinative. Thus we believe, that what is necessary is inventory information on what technical people/resources are where, so that members' requests for technical people can be matched.

Since CRDA has acquired and will, as far as we can see, keep a fundraising/funding role, it is extremely important that evaluations of its process be done by non-staff. Perhaps the most effective evaluators and the most cost reasonable can be found among its members.

The planning and monitoring functions can be done by present staff reorganised rationally.

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Finally it is clear that the major sectors which are likely to be significant for longterm development work by NGOs in Ethiopia are:- Food Production

Water

Afforestation

Health, and

Human Resources Development

For these to "take" in society, they must be informed by grassroots participation. In reviewing the longterm role of CRDA and its staffing, the issue of participation at grassroots level must be central therefore.

We are concerned that the availability of money is pressuring the organisation to develop "projects" without clear notions of how they can be justified in development terms. Health and Nutrition (although we support what they have done since September 1986) got into "projects" because there was money. Top management complains bitterly about the failure of the projects section in drumming up business. Yet members do not on their own appear to be coming up with "projects" in large numbers. The few who come have now to deal with many individuals within CRDA. This is not the most effective way of handling clients. We believe the solution will be found in establishing a DEVELOPMENT PROGRAMMING DEPARTMENT which will be headed by a senior person and which would work in a non-bureaucratic and activist manner as the Health and Nutrition Unit has ably demonstrated in a very short time.

Such a development programming department should :-

- a) Concentrate on developing and making available "How To" materials in those areas of members' concern.
- b) It should be actively involved in identifying and servicing specialised networks like the Health and Nutrition one in all areas of members' concerns.

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- c. It should use training seminars for informing the specialised networks.
- d. It should produce newsletters for specific networks.
- e. It should facilitate development groups to visit similar development projects to encourage learning across members' activities.
- f. It should also act as consulting facilitator in project identification, preparation, reporting and monitoring especially for the small members who neither have the skills nor the personnel.

These and many more coordinative activities have been started in the Health and Nutrition Section. Thus they could form the basis for thinking out the role of a development programming unit within CRDA. However, we hasten to point out that such a department will only be successful if the staff are developmentalist and activist in orientation and not just interested in a desk job.

9. PERSONS INTERVIEWED

MEMBERS

1. Fr. Roland Turenne - Jesuit Relief Services
2. Mr. William T. White - AFRICARE
3. Mr. Cyril Gingrich - Christoffel Blinden Mission
4. Miss Elly Boon - Ethiopian Orthodox Church
5. Ato Debebe Beyene - " " "
6. Mr. Wolfgang Mach - German Agro Action
7. Mr. Nicholas Winer - OXFAM/UK
8. Mr. Niels Nikolaisen - Lutheran World Federation
9. Ato Asrat Gebre - Mennonite Economic Development Associates
10. Ato Wondimagengheu Gizaw - Feed the Children International Ministries
11. Mr. Allan Carlsson - Philadelphia Church Mission
12. Mr. Petter Myhren - REDD BARNA
13. Ato Mekonnen Zewdie - Jerusalem Memorial of Ethiopian Believers
14. Dr. Gerry Salole - Save the Children Federation/USA
15. Ato Melles Oqbazgi - Faith Mission
16. Mr. Roger Erickson - Baptist General Conference Mission
17. Fr. Jack Finucane - CONCERN
18. Fr. Jack Ermers - Terre des Hommes Netherlands
19. Ms. Elizabeth Galland - SOS Enfants sans Frontieres
20. Abba Kidane-Mariam Chebray - Ethiopian Catholic Secretariat
21. Ato Emmanuel G/Selassie - Ethiopian Evangelical Church Mekane Yesus
22. Ato Francis Stephanos - " " " " "

NON-MEMBERS

1. Mr. Tom Franklin - UNEOE

STAFF

1. Brother Augustine O'Keefe - Coordinator
2. Ato Hagos Araya - Deputy Coordinator
3. Ato Teklu Maru - Assistant Coordinator, Projects
4. Sr. Zewditu Tadesse - Health Officer

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5. Ato Sahle-Mariam Mogus - Assitant Coordinator, Information
6. Miss Gerry Scott - Nutritionist
7. Mr. Gerard McCarthy - Financial Controller
8. Ato Telahoun Ayele - Transport Manager
9. Wzo. Bazgna W/Medhin - Computer Section Head