

ASIAN DEVELOPMENT BANK

ADB-GOVERNMENT-NGO COOPERATION: A FRAMEWORK FOR ACTION, 2003-2005

(Draft for discussion only)

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ABBREVIATIONS

ADB	–	Asian Development Bank
AusAID	–	Australian Agency for International Development
CSO	–	civil society organization
CSP	–	Country Strategy and Program
DMC	–	developing member country
JFPR	–	Japan Fund for Poverty Reduction
LTSF	–	Long-Term Strategic Framework
MTS	–	Medium-Term Strategy
NGO	–	nongovernment organization
NGOC	–	NGO Center
OER	–	Office of External Relations
PPA	–	participatory poverty assessment
TA	–	technical assistance
RETA	–	regional technical assistance
RD	–	regional department
RM	–	resident mission
RSDD	–	Regional and Sustainable Development Department

NOTE

In this report, "\$" refers to US dollars.

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EXECUTIVE SUMMARY

1. This Framework for Action, 2003-2005 marks an important step in the evolving relationship between the Asian Development Bank (ADB) and nongovernment organizations (NGOs), as well as their tripartite relationship with governments. The Framework seeks to give full effect to relevant ADB policies, in particular, the policy on *Cooperation Between Asian Development Bank and Nongovernment Organizations* (the Policy)¹. The Framework puts in an operational context the directives contained in the ADB's Long-Term Strategic Framework and Medium-Term Strategy, especially in terms of promoting "improved conditions for wider and more effective participation in decision making, including decision making by civil society."² The Framework fulfills a major recommendation of the Presidential Committee and Task Force on ADB-NGO Cooperation -- to prepare an "action plan" that will make ADB-NGO cooperation a Bank-wide concern.

2. The Framework has two unique aspects. First, it was prepared by ADB's stakeholders over the course of six months, involving 14 intensive, action-oriented workshops held across the region. Over 500 representatives from the NGO community, governments, private sector, and ADB, collaboratively identified issues, goals, and actions based on their experiences. At the end of this process a select subgroup of these representatives convened in Manila to prepare the first draft of the Framework during an intensive one-week writeshop.

3. Second, the Framework is not a policy or a strategy. Rather, it is a "roadmap" to guide ADB-Government-NGO cooperation in the context of ADB's operations over the medium term. While ADB has recognized for nearly two decades the important contribution of NGOs to sustainable development, this is the first time that a clear framework has been prepared in such a collaborative fashion.

4. The stakeholders were able to articulate a long-term vision of ADB-Government-NGO cooperation despite the diversity of views, experiences, and conditions across the Asia and Pacific Region. Their vision corresponds to the common poverty reduction objectives of all three stakeholders:

"Improved cooperation among the Asian Development Bank, NGOs and governments to reduce poverty in the Asia and Pacific Region through collaborative efforts to promote pro-poor sustainable growth, social development, and good governance."

5. While cognizant of the breadth of ADB's operations and the variable conditions and attitudes that prevail across the region concerning NGOs' role in development and decision making, the participants identified four key challenges to achieving this vision, including the need to:

- (i) strengthen stakeholder involvement in ADB-supported activities;
- (ii) enhance transparency and interaction through access to information;
- (iii) strengthen capacities to support cooperation among stakeholders; and

¹ ADB. 1998. *Cooperation Between Asian Development Bank and Nongovernment Organizations*. Manila. The Policy guides ADB staff on a range of options which may be used, where feasible and appropriate, to strengthen cooperation and interaction with NGOs.

² ADB. 2000. *The Long-Term Strategic Framework of the Asian Development Bank (2001-2015)*, Appendix 2, p 1. Manila.

(iv) strengthen government-NGO cooperation.

6. Similarly, the participants' recommendations for action over the next three years were formulated after intense debates on capacities, expectations, and institutional realities. The recommendations can be summarized as follows:

(i) Strengthen stakeholder participation in ADB-supported activities by:

- formalizing participation guidelines, including minimum standards, and developing models for documentation and feedback;
- convening regular (but demand driven) tripartite meetings at the country, subregional, and regional levels to gauge progress on the multitude of issues of common interest to ADB stakeholders and to identify and resolve minor issues before they become big ones;
- strengthening NGO participation in the entire project cycle;
- introducing mechanisms for greater NGO involvement in CSP formulation, as well as in monitoring and evaluation of ADB policies (this might need to be changed if para 84 changes);
- strengthening the ability of Resident Missions to liaise with NGOs through an incremental introduction of full-time NGO Liaison Officers;
- exploring ways in which civil society might influence policy-based lending

(ii) Enhance transparency and interaction through access to information by:

- preparing and regularly updating a good practice manual;
- strengthening ADB's central NGO database by allowing public access to NGO profiles and ensuring that key documentation is entered into the database;
- reviewing the documents currently available to the public under the information disclosure policy, including issues related to document translation;
- conducting/expanding awareness raising activities on ADB operations, and producing specific key materials in various languages;
- establishing public information centers as part of complex ADB-supported projects.

(iii) Develop ADB's capacity for NGO cooperation by:

- continuing training courses for ADB staff on participation and working with NGOs;
- providing official recognition for ADB staff working intensively with NGOs in the design and implementation of projects;
- instituting an ADB-NGO staff exchange program.

(iv) Build NGO capacity and provide institutional support by:

- reviewing current funding modalities for NGOs and creating new mechanisms as appropriate;
- providing technical assistance to build NGO capacity;
- recognizing NGOs that are doing innovative work of relevance to ADB operations.

(v) Strengthen government-NGO cooperation and collaboration by:

- developing legal frameworks and other means for introducing a facilitating environment for government-NGO cooperation, and building the capacity of government staff to interact with NGOs.

7. The recommended actions will inform the workplan for ADB's NGO Center over the next three years. While the NGO Center will have primary responsibility for managing the Framework, roles in implementing the Framework have been identified for other ADB Departments, governments, and NGOs. Monitoring and evaluation of the Framework will be done annually and reported publicly. A new Framework, covering 2006-2010 to correspond with ADB's new Medium Term Strategy, will be prepared in 2005 using a similarly intensive participatory approach.

8. The recommendations developed during the workshops and writeshop correspond well with ADB's existing policies and procedures. Consequently, additional resources required to implement the Framework are modest. For ADB, the institution-wide cost is roughly estimated to be \$3.7 million, not including the costs of the recommended small grants fund.

I. INTRODUCTION

1. This Framework for Action (the Framework) was prepared by representatives of ADB, Developing Member Country (DMC) governments, nongovernment organizations (NGOs), and the private sector. The Framework seeks to give full effect to relevant ADB policies, in particular, the policy on *Cooperation Between Asian Development Bank and Nongovernment Organizations* (the Policy). [The Framework was approved by the President of ADB in _____ 2003.]

2. Consistent with the Policy, the Framework gives effect to the recommendation of a Presidential Committee and Task Force in 2001 to prepare a “cooperation action plan” that will help to institutionalize the consultation and dialogue process. This, in turn, builds on a long recognition by ADB that interaction with NGOs is essential to its effective operations, as exemplified by the appointment of an NGO Coordinator at ADB in the mid-1980s, and the adoption of the initial policy on cooperation with NGOs in 1987. The Framework follows a path charted by ADB’s Long-Term Strategic Framework (LTSF)³, which points to ADB support for the involvement of NGOs in the design and implementation of projects⁴ and programs, and the delivery of social services.

3. Therefore, ADB has the policy environment, the strategic bearing, and now, with the Framework, a more precise directional map, indicating how ADB, governments⁵ and NGOs can move forward in the pursuit of closer cooperation to reduce poverty in the Asia and Pacific region. The Framework provides a common frame of reference for interacting with each other in the context of ADB operations.

4. This is a dynamic document, with provisions for regular updating and revision based on an annual monitoring and evaluation program. While every effort has been made to be inclusive in the Framework’s preparation, and to reach consensus whenever possible, there remain gaps and areas of disagreement that can be addressed only as further collaborative experience is gained. The monitoring and evaluation program, therefore, will be a necessary and integral part of the Framework’s implementation. It follows that application and implementation of the recommendations must adapt to fit specific conditions. What works in one country may not be appropriate for another, or what applies to a particular rural transport project, for example, may not necessarily apply to an urban health project. Therefore, the recommended actions included in the Framework will be implemented where feasible and appropriate and based on the monitoring results.

5. “NGO” in this document refers to organizations that are not based in government and are not for profit. ADB collaborates mostly with developmental NGOs, encompassing peoples’ organizations, community/community-based organizations, community groups/associations, voluntary organizations or private voluntary development organizations, intermediary organizations, and public interest groups, such as professional associations and trade unions. Although it has become popular to use the term “civil society organizations” (CSOs) to refer to the broad range of nongovernment organizations and other civic bodies, the Framework generally uses the acronym NGO to encompass all of the above bodies. NGOs at all levels – local, national and international – are involved in ADB-supported initiatives.

³ ADB. 2000. *The Long-Term Strategic Framework of the Asian Development Bank (2001-2015)*. Manila.

⁴ “Projects” in this document refers to projects in ADB’s public sector operations; ADB also finances projects as part of its private sector operations. Such projects are brought to ADB by sponsors when they are ready to be considered for financing. ADB does not typically get involved in the design and preparation of private sector projects. Project sponsors may consult with NGOs during the development phase, and ADB will continue to encourage such consultations, especially in cases where there are project-affected people.

⁵ “Government” in this document includes all levels of government: national, regional or provincial, and local.

II. BACKGROUND

A. An Overview of ADB-NGO Collaboration

6. ADB had limited cooperation with NGOs until the mid-1980s. As cooperation increased, however, ADB realized the need for a specific policy outlining existing and possible new areas and opportunities for common action.

7. ADB adopted a policy paper establishing a broad framework of cooperation between ADB and NGOs in 1987. This policy addressed a range of operational and institutional implications. It viewed cooperation with NGOs as an effective means of supplementing efforts in selected operational areas, and stated that ADB could enhance the effectiveness of its operations by drawing upon the special capabilities and expertise of NGOs.

8. Under this policy (1987), the main objectives of ADB-NGO cooperation were to address the basic needs of disadvantaged groups in ADB's DMCs, and to support improved natural resource management and conservation. Among the mechanisms identified to facilitate broader cooperation were tripartite workshops involving ADB, governments, and NGOs to exchange views on NGO involvement in ADB operations.

9. Over the ensuing decade, the developmental circumstances of Asia and the Pacific changed, as did the work of ADB and NGOs. ADB adopted an operational strategy that promoted integrated, growth-oriented development projects but which also supported projects focusing on human and social development, and environmental protection. NGOs, meanwhile, continued to strengthen their operational capacities and saw their role, impact, and influence in the development process grow. These changes altered the relationship between ADB and NGOs.

10. In addition, some NGOs and activist networks critical of the mainstream international development agenda began to emerge, choosing protest as a mode of engagement. The 1999 World Trade Organization meeting in Seattle was a watershed event in NGO activism at meetings of international organizations. For ADB, this aspect of NGO activism was especially visible at its May 2000 Annual Meeting in Chiang Mai. These developments highlighted the need for ADB to prepare itself to interact not only with NGOs interested in collaboration on projects, but also with "anti-globalization" NGOs and social justice movements seeking to alter the policies and practices of international financial institutions, including ADB.

B. A New Policy on Cooperation with NGOs

11. These developments led to a series of reviews between 1997 and 2002 by ADB of its strategies and policies for working with NGOs. In April 1998, ADB adopted a new policy on cooperation with NGOs⁶. The policy, which remains in effect today, recognized the diversity of organizations in the NGO sector and identified "developmental NGOs" as ADB's civil society partners. The policy also distinguished between two types of developmental NGOs, those that engage primarily in operational activities and those that adopt primarily an advocacy role.

12. The 1998 policy directs ADB to expand its cooperation with NGOs. Such cooperation aims to strengthen the effectiveness, sustainability, and quality of the development services offered by ADB. It also encourages the integration of NGO experience, knowledge, and expertise into the institution's operations so that ADB-supported activities more effectively address the issues and priorities reflected in ADB's development agenda.

⁶ ADB. 1998. *Cooperation Between Asian Development Bank and Nongovernment Organizations*. Manila

13. The policy identifies three broad areas of cooperation with NGOs, including cooperation in loan and technical assistance (TA) activities, programming and country-level work, and policy development. It indicates that ADB will strengthen its internal capacity for NGO cooperation to facilitate closer operational relationships with NGOs. Methods for accomplishing this include staff training and skills development.

14. The policy also envisions a role for ADB in facilitating collaboration among ADB, governments, and civil society. In particular, it states that cooperation with NGOs at the country level must be a dynamic process that involves all three stakeholders working to foster tripartite relationships. The 1998 policy further emphasizes the need for institutional development and capacity building for governments and NGOs.

C. ADB's Poverty Reduction Strategy and NGOs

15. In 1999, ADB adopted poverty reduction as its overarching goal and set forth a regional development strategy built on three pillars of interrelated themes: pro-poor sustainable growth, social development, and good governance. It is no coincidence that each of these areas also are important to NGOs involved in development work. ADB recognizes that NGO activity can be expected to influence virtually every aspect of its operations to an extent never experienced before, and that it should therefore reinvigorate its efforts to enhance tripartite cooperation.

16. In May 2000, ADB President Tadao Chino formed a high-level committee to review ADB's institutional arrangements for cooperation with NGOs and to consider whether such arrangements were adequate in the context of ADB's primary focus on poverty reduction. The committee directed a smaller task force to prepare specific proposals, which were included in a final report endorsed by the President in September 2001 after a thorough internal and external consultation. The task force took into account ADB's experience with NGOs and other operational reviews and evaluation studies that had examined past ADB-NGO cooperation.

17. The task force recommended that ADB should strengthen institutional arrangements and processes for sustained consultation and dialogue with NGOs to adequately address current and emerging developments in the NGO sector and at ADB. Following from these recommendations in 2001 ADB created an NGO Network anchored by a new NGO Center (NGOC) and comprising individuals in departments and offices throughout the institution. The NGOC serves as the focal point for ADB's interaction with NGOs, including as the first point of contact for NGOs wishing to learn more about or to explore cooperation with ADB. In particular, it works to integrate NGO knowledge and experience into ADB operations; engage civil society groups in a continuing dialogue; identify and develop strategic alliances; and improve ADB's institutional capacity to interact proactively with NGOs.

18. Upon its establishment, the NGOC began to develop mechanisms to improve consultation and dialogue with NGOs. This led to the development, in 2002, of a Regional Technical Assistance initiative (RETA) to formulate, together with representatives of the NGO community and civil society groups in general, governments, and the private sector, a framework for cooperation with NGOs. RETA 6021, "Technical Assistance for a Framework for ADB-NGO Cooperation," was co-financed by the governments of Australia and the United Kingdom.

19. ADB's Medium-Term Strategy (2001-2005) recognizes that increasing efficiency in the use of development assistance will require ADB to develop much stronger linkages with other development partners, including NGOs operating in the field. The MTS also states that new modalities for working together with NGOs, in addition to those undertaken under the Japan

Fund for Poverty Reduction (JFPR), will be developed. The LTSF also recognizes the importance of working with other partners in the development process, including both civil society and the private sector, to ensure the efficient and effective use of increasingly scarce development resources. The LTSF also states that ADB will seek to develop ways of working closely with NGOs, civil society, and the private sector. Partnerships, it is noted, may involve policy dialogue and financing, direct involvement in project design and implementation, and the monitoring of developmental impact.

D. ADB's Current NGO Cooperation Activities

20. ADB is already actively engaged with NGOs through a variety of activities. This section should be read in conjunction with the recommendations for action presented later in the Framework.

1. Strengthening Stakeholder Participation in ADB Activities

21. Over the past several decades, NGOs have played an important role in development processes. This is a role now recognized by community groups, governments, ADB and other multilateral development banks and international aid agencies.

22. Among the particular strengths or comparative advantages of NGOs are that they serve as bridges to affected communities and respond to local needs. NGOs use innovative approaches to development, help ensure projects are implemented as envisaged, nurture continuity in project work, advocate for increased transparency and good governance, and give voice to vulnerable and/or marginalized groups.

23. ADB's new business practices, adopted in early 2002, recommend consultation with NGOs at all stages of project design and implementation. During the project and TA preparation period, ADB staff may consult frequently with NGOs to gather information and become aware of alternative views, particularly of individuals and communities who will be directly affected by ADB-supported activities. Where feasible and appropriate, NGOs may also serve as consultants to help implement loan and TA projects. Moreover, ADB staff interview and consult with stakeholders, including NGOs, during the evaluation of ADB's operations.

24. NGO participation in projects increased from under 10% in 1990 to over 50% a decade later. Such participation typically has been in the form of a client-consultant relationship, but NGOs also have been involved in the design and monitoring of projects without direct financial support from ADB.

25. Established in May 2000, the Japan Fund for Poverty Reduction (JFPR) is a grant facility to pilot innovative, participatory and direct poverty reduction projects related to other ADB-supported activities. Funded by the Government of Japan, the program often engages NGOs to perform project analysis or design, or to manage aspects of a JFPR grant project. NGOs frequently serve as JFPR implementing or executing agencies, and all three parties are learning how better to work with each other, how to overcome obstacles to cooperation, and the mutual benefits of cooperation

26. Other donor-funded programs managed by ADB also involve NGOs to a significant degree. These programs include the Poverty Reduction Cooperation Fund sponsored by the Government of the United Kingdom, and the Cooperation Fund in Support of the Formulation and Implementation of National Poverty Reduction Strategies, sponsored by the Government of the Netherlands. In addition, the NGOC is preparing a proposal for a small grant financing "window" for innovative projects proposed by NGOs. The NGOC is also developing a staff

handbook on NGO involvement in projects, with a view to promoting further collaboration with NGOs as full development partners rather than simply as project implementers.

27. NGOs often provide input into ADB programming, including Participatory Poverty Assessments (PPAs) as well as the elaboration of country-specific Country Strategy and Programs (CSPs) and projects. Focused consultations with governments, NGOs, and other stakeholder groups have been part of the process of developing recent ADB policies and guidelines on energy, the environment, inspection, and water. Consultations with NGOs also are an important part of ADB's Annual Meetings, offering a special opportunity for NGOs to exchange views on specific policy and project concerns with country delegations, senior staff members, and ADB Management. Resident Missions increasingly offer regular forums to NGOs to discuss issues of common concern.

28. In 2002, the NGOC arranged a five-month "rotational assignment" for a member of the Asian NGO community. This marked the beginning of what may become a regular residency scheme at ADB for NGO personnel undertaking specific assignments aimed at strengthening ADB collaboration with NGOs, and may expand to include the secondment of ADB staff for specific assignments at the home offices of NGOs.

2. Enhancing Transparency and Interaction through Access to Information

29. ADB recognizes that an essential ingredient in strengthening its partnership with NGOs is nurturing good communications. ADB already has taken several steps to improve dissemination of information and to improve communications with all of those interested in its operations.

30. For example, several Resident Missions and Representative Offices have recently strengthened their capacity to provide information to NGOs and civil society at large. This includes newsletters, web sites, libraries and brochures. The Office of the Secretary, the Central Operations Services Office, and other offices occasionally offer seminars on various aspects of ADB operations that are open to NGO participation.

31. In September 2001 ADB published the first issue of *Partnership Newsletter*, an electronic news bulletin for NGOs. The publication, distributed six times annually, provides NGOs with information about ADB policy developments, projects, conferences, documentation, and educational and training opportunities in Asia and the Pacific. *Partnership* also cites the latest ADB documents available to the public.⁷

32. The NGOC also maintains a section on the ADB web site where core ideas and operations behind ADB-Government-NGO cooperation are addressed. The site explains how NGOs can work with ADB, and contains minutes of consultations, annual reports of cooperation with NGOs, studies, articles, policies, speeches, and other documentation.

33. The NGOC facilitates access to information with its own email account, ngocoordinator@adb.org. The account is checked regularly, and most queries are promptly answered.

34. ADB's Policy on Confidentiality and Disclosure of Information promotes the sharing of information about ADB and its activities. The policy, which came into effect in 1995, aims to encourage debate and dialogue on policies and operations, generating new and varied

⁷ In April 2002, ADB published an updated flyer describing its cooperation with NGOs and providing guidance to NGOs interested in collaboration.

perspectives on key issues. The key premise of this policy is a presumption in favor of disclosure. Documents are made available to the public on request, unless there are legitimate and unavoidable constraints of a practical or legal nature. A variety of ADB documents are made available to the public through a network of over 160 depository libraries, which now includes NGO documentation centers.

35. Through the Office of External Relations, ADB issues press releases to the mass media on ADB activities. Such releases also indicate the NGO contribution to ADB projects and policy formulation, and are an important channel through which ADB conveys information about its activities to the public at large, as well as to NGOs, the business community, and other development partners.

3. Developing ADB's Capacity for NGO Cooperation

36. The NGOC's mandate includes raising ADB staff awareness of NGO issues and concerns, and improving staff ability to collaborate effectively with NGO representatives. During 2002, the NGOC and the Budget, Personnel and Human Resources Division organized four staff training courses on working with NGOs at headquarters and Resident Missions. This is expected to be the start of a long-term training program that occasionally will involve representation from NGOs and governments. Also in 2002, ADB undertook similar training for its staff on participatory development.

37. ADB also has established an internal network of NGO focal points or "anchors" in its five Regional Departments, Resident Missions and Representatives Offices, and other organizational units. Staff resources dedicated to improved interaction with NGOs have increased substantially since 2001 with the creation of the NGOC (with three professional staff) and an NGO Liaison Officer who divides his time between the Office of External Relations and the NGOC.

4. Building NGO Capacity and Providing Institutional Support

38. ADB supports capacity building of NGOs through sharing experiences and knowledge at seminars, workshops, and training activities. Several ADB-supported loan and TA projects also include activities to strengthen NGO management and operational performance. One TA project, for example, provided support to 180 womens' NGOs in seven countries to develop systems for planning, monitoring, and evaluating projects. ADB also co-sponsored *Investing in Ourselves: Giving and Fund Raising in Asia*, published in 2001 by the Asia Pacific Philanthropy Consortium. Written by NGOs, the publication series aims to support Asian and Pacific NGOs to diversify their funding sources. Other capacity building activities are either ongoing or in the pipeline of assistance for various DMCs.

5. Strengthening Government-NGO Cooperation and Collaboration

39. ADB's 1998 Policy on Cooperation with Nongovernment Organizations states that "institutional development and capacity building for governments in NGO-related matters ... will be pursued." The policy further indicates that "cooperation with NGOs at the country level would be a dynamic process involving ADB, governments and NGOs, and that ADB [will] work to foster tripartite relationships involving ADB, NGOs, and governments."⁸ In a variety of contexts, from poverty assessments to the elaboration of CSPs, to the design and implementation of ADB-supported activities, ADB seeks to nurture cooperation between governments and NGOs in its DMCs. ADB staff also participate in occasional meetings with government and NGO or

⁸ ADB. 1998. *Cooperation Between Asian Development Bank and Nongovernment Organizations*, p. 34. Manila.

community representatives to help resolve differences that may have arisen so as to improve mutual understanding and to jointly work out practical solutions.

6. Building on Current Cooperation

40. ADB has made great strides in deepening and broadening its collaboration with developmental NGOs. Progress has been particularly noticeable in the past two to three years. Yet much remains to be done before ADB is able to benefit fully from the skills and strengths that NGOs can bring to ADB operations. Under this Framework, it is recommended that activities be implemented in a consistent manner across the institution. Building on past experiences, ADB-NGO interactions will be improved through developing institutional capabilities and knowledge on how to interact with the NGO sector.

E. Developing the Cooperation Framework

41. This Framework was the primary output of RETA 6021, which provided a platform for broad-based stakeholder dialogue. Following months of workshops and other consultations, ADB staff and segments of the NGO community, governments, and the private sector from around Asia and the Pacific forged a consensus on how to improve their collaboration in fighting poverty. Appendix 1 outlines the consultation process.

III. VISION

42. The Framework for ADB-Government-NGO Cooperation recognizes that these three stakeholders fulfill important and legitimate roles in the development process, and can make a significant contribution to poverty reduction through pro-poor sustainable growth, social development, and good governance. Overall, the impact of poverty reduction efforts will be significantly enhanced where the parties engage effectively with each other.

43. Cooperation relies on the existence of mutual understanding and goodwill, with each party having sufficient influence over outcomes. However, the current relationship among the three stakeholders is unbalanced. This imbalance inhibits the optimal contribution of NGOs to effective and sustainable development.

44. Through more systematic engagement with NGOs, the poverty reduction efforts of ADB and governments will be enhanced. Moreover, the Framework will create greater opportunities for tripartite cooperation, ensuring that ADB-supported policies, programs and projects better reflect the interests, and also draw upon the strengths, of all three stakeholders.

45. The Framework for ADB-Government-NGO Cooperation envisions strengthening the tripartite relationship among NGOs, governments, and ADB. Inasmuch as each stakeholder plays a unique role in the development process, and cognizant that the relationship will never be balanced, the Framework primarily seeks to strengthen the relationship between ADB and NGOs, and between NGOs and their governments. Such strengthening will help enhance the development process, and lead to more effective development outcomes, as well as more inclusive government.

46. ADB can play a key role in facilitating enhanced NGO-Government engagement, and improve its own development effectiveness through increased collaboration with NGOs.

47. The overall goal of the *ADB-Government-NGO Cooperation: A Framework for Action* therefore is as follows:

Improved cooperation among the Asian Development Bank, NGOs and governments to reduce poverty in the Asia and Pacific Region through collaborative efforts to promote pro-poor sustainable growth, social development, and good governance.

IV. ISSUES AND CHALLENGES

48. Consultations and studies over the past several years⁹ featured discussion of issues and challenges for ADB-Government-NGO cooperation.

A. The Need to Strengthen Stakeholder Involvement in ADB-Supported Activities

1. Projects

49. NGO participation should extend through the entire project cycle. Particular attention should be given to including NGOs and affected communities in the conceptualization and design of ADB-supported projects, and increasing NGO and government interaction when projects are being considered. NGOs may serve not only as consultants to the project design, but also assist in public awareness raising and information dissemination, and network among various constituencies to help facilitate consensus among all stakeholders.

50. NGOs also expressed the desire to be included in policy reform deliberations between national governments and international financial institutions. NGOs have strong concerns about policy-based lending, program loans or loan conditionalities, the likely impact on stakeholder groups as well as the failure to engage the public, including NGOs, in informed debate about proposed reform measures. Greater information sharing about the aims of specific reforms could alleviate some of these concerns as well as provide a forum for dialogue with key stakeholders.

51. Furthermore, although ADB has established procedures for monitoring and evaluating projects, such procedures may not always include the participation of project affected people, specific target groups, or other stakeholders. ADB could improve its monitoring and evaluation activities by involving such groups. At the same time, broader stakeholder involvement in monitoring and evaluation would increase dissemination of information about ADB's monitoring and evaluation activities as well as project-based findings. It is also important to encourage government representatives to be part of the monitoring and evaluation process, together with civil society.

⁹ (i) Small group and plenary discussions at the regional workshop and writeshop discussions at ADB's Headquarters (November 2002); (ii) "Past NGO submissions and Input to ADB on ADB-NGO Cooperation", NGO Forum on ADB (November 2002); (iii) Small group discussions at both the country and subregional level (June-October 2002); (iv) Recommendations of participants in the NGO Open Forum at ADB's 35th Annual Meeting, held in Shanghai (May 2002); (v) *Recommendations for Strengthening ADB-NGO Dialogue and Cooperation*, a report prepared for ADB by the Asian NGO Coalition for Agrarian Reform and Rural Development (March 2002); (vi) ADB, *Report of the Task Force on Institutional Arrangements for Cooperation with Nongovernment Organizations* (September 2001); (vii) "New NGO Center at ADB", Forum Briefer 01-17, NGO Forum on ADB (April 2001); and (viii) ADB, *Special Evaluation Study on Participatory Development Processes in Selected Asian Development Bank Projects in Agriculture, Natural Resources, and Social Infrastructure Sectors* (February 2001).

52. The absence of an easily accessible and project-specific database covering ADB-supported activities inhibits effective stakeholder engagement, particularly with respect to project monitoring.

2. Programming

53. If local and national NGOs were given greater opportunity to contribute to the elaboration of national development and poverty reduction programs, including CSPs, such programs would more likely address a fuller range of relevant factors while benefiting substantively from NGO expertise, knowledge and networks.¹⁰

3. Policies

54. Experience has shown that more inclusive policymaking produces effective laws and regulations with greater public support. Nevertheless, few governments regularly involve NGOs in the preparation of key policies, legislation, and corresponding regulations. One factor inhibiting NGO involvement in deliberations on national policies and laws can be an unfamiliarity in the NGO sector of government's policymaking and legislative processes.

B. The Need to Enhance Transparency and Interaction through Access to Information

55. ADB's public information activities include its web site, publications, press releases, a network of depository libraries, videos and other awareness raising methods. However, despite these efforts, there remains insufficient information and hence a lack of understanding about ADB's operations at the country level. Very little information about ADB and its operations is available in local languages. The lack of documents in local languages directly contributes to a lack of awareness of ADB operations. Policy and project-related documents are translated on an *ad hoc* basis only, mainly with TA funding from ADB.

56. There also is limited knowledge about ADB's decision-making processes and structures. For example, while ADB has recently been conducting extensive consultations on its various policies, it is not always clear what happens to the outcome of such consultations or of the process to develop the final paper before presenting it to the ADB Board of Directors for approval.

57. ADB's knowledge of NGOs, including the scope of their work and involvement in development issues, their relationship with their respective governments, and their capacity and specialization, is limited. Therefore, when ADB is looking for partners for specific development activities, whether project or policy-related, it may not be in a position to identify the most appropriate potential partners, thus compromising overall project results.

58. Although ADB has worked with NGOs for more than twenty years, its capacity to manage and exchange information on NGO involvement in ADB operations, as well as lessons learned from previous projects, remains underdeveloped. The lack of a good "institutional memory" with respect to NGO cooperation limits the ability of ADB to learn from and build on past experience. In addition, there is a need to collect, evaluate and store experience from other donor partners in dealing with NGOs.

¹⁰ ADB's new business practices explicitly require consultation with stakeholders, including civil society, at the time of the Draft CSP Initiating Paper and programming mission. The External Funding Coordination and Partnership Arrangements of the CSP address approaches to collaborating and coordinating with DMC development stakeholders, including civil society, in implementing the CSP.

59. In general, ADB should work more closely with and learn from the experiences of other donor agencies in the implementation of the Framework. Within a given country, ADB should network among international development organizations to facilitate sharing on a regular basis on approaches adopted by each in collaborating with NGOs.

C. The Need to Strengthen Capacities to Support Cooperation Among Stakeholders

60. ADB is committed to nurturing national ownership of country assistance portfolios. This aim would be better achieved with greater participation of NGOs in the development of these portfolios. Yet the capacity for building stronger partnerships among ADB, governments and NGOs generally has been constrained by the mutual (or collective) lack of understanding, commitment, resources, and real opportunities for collaborative action. Moreover, there have been insufficient mechanisms to ensure dialogue, as well as transparency and accountability, on the part of all parties. Partnerships are constrained by inadequate understanding and appreciation of the roles and contributions of the different stakeholders in the development process. This situation is compounded by the lack of commonly accepted standards for the involvement of different stakeholders in the development process itself. Both ADB and governments have devoted insufficient attention and resources to collaborating with NGOs as full development partners and thus have inadequate experience in establishing and developing effective and mutually productive partnerships.

61. Not all NGOs have adequate capacity or the collective strength to serve as full development partners. In many countries, NGOs have yet to develop effective mechanisms for sharing of experience or networking so as to be able to undertake effective consultations with target groups, governments, international aid agencies, and other development partners. Most NGOs focus on their core development activities and lack adequate human and financial resources to actively promote the development and strengthening of strategic alliances with governments and multilateral organizations such as the ADB, except as consultants in the implementation of donor-funded activities. NGO effectiveness also is constrained by varying degrees of management and organizational capacity. NGOs, and particularly local NGOs, have inadequate financial resources for staffing, development and implementation of projects and programs, and networking. Limited networking and coalition building among NGOs, as well as sometimes unclear NGO constituencies, constrains the identification of common issues and hinders effective coordination and advocacy efforts. Competition among NGOs might impede their ability to build coalitions.

62. It is important to carefully select NGOs in order to ensure quality of participation. It is often difficult for ADB staff to identify the appropriate NGOs with which to consult. Without an adequate stakeholder analysis, it may be unclear which constituency a NGO represents. Some are indistinguishable from consulting firms. Others may be closely aligned with political groups.

D. The Need to Strengthen Government-NGO Cooperation

63. NGOs frequently are perceived only as project implementers, or as troublesome “watchdogs”. Governments in many countries remain suspicious of NGOs, and some governments try to control them. The lack of trust between governments and NGOs, and insufficient effort to communicate, often leads to confrontation rather than cooperation, and limits an effective NGO contribution to national development efforts.

64. Not all governments have transparent and supportive legal, fiscal, and regulatory frameworks for the operation of NGOs. Several NGOs, as well as some DMC government agencies, have expressed interest in developing country-specific frameworks for improved government-NGO interaction through ADB or other donor assistance.

65. Most countries lack institutionalized mechanisms to involve NGOs and conduct consultations in a participatory and open manner. Most governments lack clear and effective mechanisms for dialogue with NGOs, either at the national level (e.g., a specific ministry or department), or with respect to NGO involvement in particular sectors (e.g., agriculture, environment, health).

66. To date, international funding agencies have not adequately worked with governments to ensure that NGOs are included in policy and project discussions, or with respect to the allocation of development assistance to different sectors or to matters of aid coordination.

V. REALIZING ADB-GOVERNMENT-NGO COOPERATION

67. When stakeholder representatives at the writeshop formulated and debated various recommendations for action, they identified assumptions and risks inherent in these recommendations. A comprehensive record of this discussion was not kept, but it may be beneficial to briefly recall some of the more important points raised.

- **ADB's past and ongoing efforts at improving ADB-Government-NGO cooperation.** Writeshop participants acknowledged the efforts that ADB has and is continuing to make. This is recognized in the context of the Framework. The Framework's recommendations, therefore, are not aimed at "reinventing the wheel" but at strengthening efforts that, to date, have tended to be ad hoc or practiced unevenly across the institution.
- **The need for a multitude of approaches to fit local conditions.** The diverse types, capacities, representativeness, and agendas of NGOs; the variety of government attitudes and capacities to interact with NGOs; the wide difference in legal and legislative environments; the breadth of ADB's work in the region; and a host of other variables prevent a "one-size-fits-all" approach to the challenge of strengthening ADB-Government-NGO cooperation. Even seemingly straightforward and simple recommendations for action may not work in some countries or within certain provinces and states. Therefore, adaptive application of actions recommended in this Framework will need to be applied, including annual monitoring and evaluation of the Framework and revisions based on the evaluation results.
- **A measured approach to change.** For reasons similar to those mentioned above, and because resources are somewhat limited, not all "urgent" actions recommended in the Framework can be done immediately, everywhere. Patience will be required on all sides.
- **Availability of resources.** The writeshop participants took into consideration financial and human resource limitations associated with strengthening ADB-Government-NGO cooperation. Nonetheless, all three main stakeholder groups must be committed to supporting financial and human resource requirements. It is expected that ADB will remain committed to the directive in their task force report to provide resources adequate to accomplish improved cooperation with NGOs. Equally important, however, will be a commitment from governments and NGOs generally to contribute resources to this effort, perhaps at levels considerably above what they have been used to.
- **The essential role of government.** It is possible, and often desirable, to strengthen relations bilaterally between ADB and NGOs. However, given ADB's institutional characteristics, effective NGO interventions in poverty reduction within the context of ADB operations will only be achieved if government is a partner in a trilateral relationship.

VI. MEDIUM-TERM ACTION PLAN

68. The Framework proposes specific activities to increase effective development cooperation among ADB, governments and NGOs. The recommended activities fall under five broad (and to some extent overlapping) categories as follows:

- Strengthen Stakeholder Participation in ADB-Supported Activities
- Enhance Transparency and Interaction through Access to Information
- Develop ADB's Capacity for NGO Cooperation
- Build NGO Capacity and Provide Institutional Support
- Strengthen Government-NGO Cooperation and Collaboration

69. The proposed activities presented here will be initiated during the 2003-2005 period (coinciding with ADB's Medium Term Strategy). Some activities will continue beyond that period. Additional recommendations generated during the writeshop for implementation in 2006 or beyond have been included in Appendix 2.

A. Strengthen Stakeholder Participation in ADB-Supported Activities

1. Guidelines on Stakeholder Participation

70. ADB has several guidelines and standards for stakeholder participation. These guidelines are most clearly outlined in ADB's December 2001 *Handbook on Poverty and Social Analysis: A Working Document* (particularly Appendix 4 on "participation" and "stakeholder analysis").¹¹

71. Stakeholder participation can and should take place at many levels and at different periods in the project cycle. ADB has made considerable effort to institutionalize broad-based consultation in its various lending and non-lending projects and activities. Stakeholder participation is particularly emphasized with respect to ADB's policies on the environment, gender, indigenous people, and resettlement, usually through the establishment of "consultation plans".

72. Further efforts can be made, however, to institutionalize and codify NGO participation in ADB operations. ADB should adopt formalized participation guidelines for selecting and engaging NGOs in ADB-supported activities. The guidelines will address how to identify the appropriate local, national and international NGOs and develop a participation plan, and will provide models for documenting the results of participatory processes, preferably in local language(s). Such documentation should include specific points of agreement and disagreement, ADB responses and follow-up, as well as a full list of persons involved in the consultations. ADB should proactively disseminate such records of discussion so as to foster understanding by each group that needs or wants to know, and to promote enhanced transparency in ADB's operations. ADB should ensure that the documentation of each consultation is completed and distributed within one month of the meeting.

¹¹ Other materials include ADB's May 1994 *Handbook for Incorporation of Social Dimensions in Projects*; Alan Fowler, *Enhancing Participation in Country Strategy and Program Planning*, ADB Social Development Papers No.2, May 2001; Thomas F. Carroll, *Social Capital, Local Capacity Building, and Poverty Reduction*, ADB Social Development Papers No. 3, May 2001; and ADB's December 2001 *Business Processes for the Reorganized ADB*. Another useful publication is Sam Kaner, Lenny Lind, Catherine Toldi, Sarah Fisk, and Duane Berger, *Facilitator's Guide to Participatory Decision-Making*, New Society Publishers, April 2001 (which is used as the basis for ADB's staff training module on "Facilitation").

73. Although ADB will develop the guidelines centrally, it is anticipated that Resident Missions, DMC governments, and NGOs will need to harmonize the guidelines with country-specific conditions.

Summary of Proposed Actions:

A1. ADB should formalize participation guidelines, including minimum standards for participation and information dissemination, and incorporate these into its Operations Manual. ADB also should develop models or templates for documenting key consultations with stakeholders, including feedback mechanisms to those stakeholders who were consulted.

2. Levels and Mechanisms for Stakeholder Participation

a. At the Country Level

74. The primary focus for strengthening stakeholder involvement should be at the country level. ADB Resident Missions and DMC government agencies should convene regular (at least annual) tripartite meetings to discuss ADB operations in the country concerned, consistent with the principles outlined in paragraph 67. Such consultation could be built around the elaboration and/or update of ADB's CSP document, as well as regular assessments of national progress in achieving poverty reduction targets established through the Poverty Reduction Partnership Agreements or through the Millennium Development Goals. ADB Resident Missions, in consultation with headquarters staff and government counterparts, will have primary responsibility for arranging such "partnership meetings".

75. In light of ADB's new business processes, which mandate consultation with civil society in the preparation of the CSP, Regional Departments and governments, supported by the NGOC as needed, should collaborate to actively engage NGOs in the CSP process. NGO representatives should be included in the development of a stakeholder participation plan for the CSP process, and be engaged in dialogue about the substance of the CSP prior to key decisions being made. Further, NGOs and other stakeholders should receive relevant CSP documents in a timely manner. CSP teams should document the influence national stakeholders had on CSP content and acceptance.

76. In addition, ADB and governments should explore the ways in which NGOs may better contribute to the processing of program loans. For example, NGOs may be helpful in defining the challenges or constraints in a certain sector, including educating their constituencies about the importance of the proposed reforms or otherwise engendering informed debate. During the period of the Framework, ADB should include NGOs in the processing of at least one program loan. The lessons learned will then be integrated into the participation guidelines mentioned in proposed action A1.

77. The practice of ADB Resident Missions and DMC executing agencies convening regular in-country (including in the project area) meetings with NGOs to discuss specific project or program elements should be expanded to more countries. The meetings could focus on implementation problems or bottlenecks, NGO or community concerns, project monitoring, other problems or difficulties, as well as opportunities for add-on collaborative efforts.

78. In cases of disagreement among stakeholders, ADB should disseminate accurate and easily understood information as well as arrange further discussions, including mediated discussions. All efforts should be made to resolve conflicts at the earliest possible stage so as to avoid costly and time-consuming dispute resolution measures (e.g., the inspection process)

and/or implementation delays. It is to be recognized, however, that DMC governments have overall responsibility to convene meetings to discuss stakeholder concerns.

79. ADB will seek to introduce greater involvement of NGOs in the monitoring and evaluation of ADB policies in its projects. Such involvement, either on a sub-contract or fully independent basis, would complement existing ADB monitoring mechanisms, including ADB's compliance and safeguard mechanisms and the use of "panels of experts". ADB may choose to provide TA to selected NGOs to increase their capacity for monitoring and evaluation. Increased NGO involvement should start with selected large-scale, complex projects that have the potential to affect many people.

80. In the case of national or sectoral policies and programs in which ADB is involved, ADB will seek to provide technical assistance to build national capacity for stronger multi-stakeholder consultations at the sub-national and national levels. The result of such consultation between governments and NGOs should be sound policies that are actively supported by all stakeholder groups.

81. ADB also should continue to solicit broad-based NGO and civil society comment on the development of ADB operational and overall sectoral policies, as recently has been done for the environment, inspection, and water policies, as well as in the development of this Framework. Information about the development or updating of ADB policies should be posted on the web site with ample time for public comment.

82. In organizing meetings and workshops, ADB Resident Missions may choose to seek the assistance of an apex or partner NGO to help in the determination of a common agenda and appropriate consultation process, as well as to organize the input and participation of a broad range of NGOs and other stakeholders. NGOs need to develop mechanisms (e.g., networks) to conduct consultations among themselves so as to better articulate their positions or views on ADB-supported policies, programs, or projects. The designation of a focal point on the NGO side (either through an apex body or on a sectoral basis) also will facilitate dialogue on specific issues.

83. To assist in the development of improved tripartite relations, a full-time NGO Liaison Officer (or an NGO Liaison/External Relations Officer) position should be established in each Resident Mission¹². During the three years of this Framework, it is recommended that a full-time NGO Liaison position be established in 3-5 Resident Missions in countries with an active NGO sector.

84. Resident Missions should have access to local discretionary budgets for NGO activities, as well as access to small grant TAs to support or pursue consultation and cooperation with NGOs, and between NGOs and governments

Summary of Proposed Actions:

- A2. More ADB Resident Missions should convene regular tripartite meetings to discuss the CSP, progress in achieving poverty reduction targets, implementation or other problems or difficulties, as well as to increase general NGO and civil society knowledge about ADB's contribution to development at the national level.

¹² In 2001, each Resident Mission designated a NGO specialist. However, none of these are dedicated full-time to the civil society sector, and many have several competing responsibilities.

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| A3. | Regional Departments and governments, with the assistance of NGOC, should include NGOs in the development of a CSP participation plan and involve NGOs in the CSP process prior to decision-making. |
| A4. | ADB and governments will seek to include NGOs in the processing of at least one program loan. |
| A5. | ADB should strengthen on-site consultations with stakeholders to ensure participation of the communities before a project is approved, including continuing public consultations for benefit measurement once the project is commissioned. |
| A6. | For national or sectoral policies and programs in which ADB is involved, ADB will seek to provide technical assistance for stronger multi-stakeholder participation. |
| A7. | ADB should continue to engage NGOs widely in the development of ADB policies. |
| A8. | ADB will seek to introduce greater NGO and beneficiary involvement in the monitoring and evaluation of ADB-supported projects, beginning with large, complex projects with potential wide-ranging impacts. |
| A9. | By 2005 ADB will seek to establish 3-5 full time NGO Liaison Officer positions in Resident Missions with an active NGO sector. |

b. At the Subregional Level

85. It is proposed that annual forums including NGO representation be held in each of the ADB's subregions, that is, South Asia, East and Central Asia, Mekong, Southeast Asia, and the Pacific. The subregional forums should focus on issues of common concern to countries within the respective subregion, including ADB cross-boundary projects or other subregional activities, such as poverty reduction studies and strategies, environmental and social issues, institutional change and reforms, and subregional development projects and programs. ADB should endeavor to use existing mechanisms to meet this purpose, such as the sector working groups in the Greater Mekong Subregional Program, where NGOs could be invited as dialogue partners.

86. The subregional forums should be initiated within the first year of the Framework, with Regional Departments and their Resident Missions taking a lead role in their organization, together with concerned DMC governments. It will be essential that adequate NGO representation be included in the subregional forums, including consultation in the development of agendas or discussion items.

Summary of Proposed Actions:

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| A10. | Annual subregional forums should be organized by ADB and governments to discuss subregional and cross-border issues and concerns, using existing mechanisms wherever possible. NGO representatives should be included as full partners in such meetings. |
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c. At the Regional Level

87. At the regional level, it is proposed that, within the first three years of the Framework, ADB convene an ADB-Government-NGO Regional Forum to discuss implementation of the Framework as well as to discuss selected strategic, thematic and institutional concerns. ADB

should finance the Regional Forum, with Governments and NGOs actively involved in establishing the agenda for, and preparing for the Forum.

88. Depending on the success of the first ADB-Government-NGO Forum, ADB may consider convening such forums every two years prior to the Annual Meeting of the ADB Board of Governors (and when the meeting is held in the Asia and Pacific Region rather than in a non-borrowing member country).

Summary of Proposed Actions:

A11. ADB should organize an initial ADB-Government-NGO Forum within the first three years of the Framework. Subsequent Regional Fora might thereafter be held every two years in conjunction with the ADB Annual Meeting when the meeting is held in the Asia and Pacific Region.

B. Enhance Transparency and Accountability through Access to Information

89. For effective cooperation, all stakeholders must share information openly. Such communication will assist in creating an atmosphere of mutual understanding and goodwill. ADB must collate and provide to other stakeholders sufficient quality information about ADB policies, programs and projects, in a timely manner and presented in an easy to understand format. Under ADB's Policy on Confidentiality and Information Disclosure, a considerable amount of information is now publicly available upon request. Further, ADB provides documentation and information through publications, the Internet, meetings, and other channels. In some cases, ADB has set up project information centers to disseminate material on specific loans.

90. Nevertheless, NGO representatives and other concerned citizens find that they do not have sufficient information about ADB policies and ADB-supported programs and projects to make informed judgments and participate fully as stakeholders in the development process. Timely information dissemination is key to strengthening constructive interactions between government and civil society. At the country-level, there is only limited information available on projects, and few documents in national languages. NGOs regularly express the concern that they do not have access to information at the project design phase, and in draft form, before key decisions are made. In addition, ADB lacks adequate information about NGOs, and the scope of their work, capacities, and involvement with governments.

1. Expansion of NGO Database

91. In an effort to better support decision making, create synergies and improve information availability for all stakeholders, ADB should continue its efforts to enter and maintain information on NGOs in its newly established NGOLink database. NGOLink includes a module that stores NGO profiles and other information about NGOs working with ADB or in areas of ADB-sponsored initiatives. ADB will seek to make these NGO profiles accessible to the NGOs that are entered in NGOLink. NGOs should be responsible to enter and update their organizational profiles. ADB should also consider how NGOLink might link to existing NGO databases, as a means to enter and update the data more efficiently.

92. To ensure NGOLink is maintained, "Back to Office" reports by ADB staff should indicate the involvement of ADB staff with NGOs. ADB mission project and programming staff and Resident Missions should report their interactions and communications with NGOs routinely, and copy the reports to the NGOC. The NGOC should then enter the data into NGOLink.

2. Document Good Practices for Cooperation

93. To improve the cooperation and create synergies between ADB, governments and NGOs, good practices should be documented. In cooperation with stakeholders, ADB should develop a manual of good practices for ADB-government-NGO cooperation. This might examine case studies of lessons learned, and recommendations for scaling up good practices. This publication should be updated and revised on a regular basis.

3. Review ADB's Policy on Confidentiality and Information Disclosure

94. ADB should clarify what documents are presently available to the public under the Policy on Confidentiality and Information Disclosure. It should accomplish this by preparing and widely distributing a list of such documents with specific examples. ADB also should give consideration to expanding the range of information that is sent to ADB's depository libraries, posted on the Internet, and otherwise proactively made available to interested individuals and organizations. Examples of documents that could be made more readily available include technical reviews prepared by consultants; loan disbursement figures; the work program of the Board of Directors; and summaries of Board meetings. Since accessibility to documentation depends in part on the language in which it appears, ADB should also make more material available in local languages. This Framework should be translated into major languages once it is approved. NGOs should assist in these efforts by relaying information through their networks about the availability of documentation from ADB.

4. Public Information Centers

95. To enable stakeholder participation in ADB-sponsored projects, DMC governments and ADB will seek to provide detailed project information to concerned groups, consistent with ADB's disclosure policy. In large and complex projects, numerous requests for project-related information may become burdensome to ADB staff. To offset this potential workload, ADB project officers and government executing agencies should determine how best to disseminate information. Public information centers in the area of the project have proven useful in the past, such as in the Kali Gandaki "A" Hydropower Project in Nepal. These "centers" should be accessible to the public and should store documentation of concern to NGOs, individuals residing in or near project areas and other interested members of the public. The types of documentation include project-related reports, evaluations and impact assessments.

96. ADB must ensure that appropriate provisions are made to project contract documents and ADB project processing procedures to allow for the effective collection of base data during the implementation and monitoring stages. The involvement and support of DMC government personnel is critical in making all local information available for inclusion in the database and allowing access to the database to all affected stakeholders. NGOs should assist in data collection as appropriate and in the monitoring of data collection to ensure the validity of the information assembled.

5. Awareness Raising Seminars and Publications

97. To foster understanding among stakeholders who need or want to know about ADB and its operations, ADB's Resident Missions and Representative Offices, in cooperation with government offices, should conduct awareness raising seminars and produce publications, in the appropriate language, to inform NGOs, public officials and other stakeholders. Resident Missions should assist DMC government personnel and ADB project officers to organize workshops for local stakeholders about specific projects. Resident Missions also may choose to conduct country level seminars that explain to NGOs and other stakeholders ADB's program

and project cycles, ADB's business processes, and other informational matters. Such seminars should provide NGOs and other stakeholders (including governments) with the necessary knowledge base on which to build greater participation in ADB-supported activities. Other methods of information dissemination should be employed for general distribution to concerned citizens, including brochures, newsletters, folklore, electronic and print media, web sites and exposure trips.

Summary of Proposed Actions:

- A12. The NGO Center should allow public access to NGO profiles and improve ADB's knowledge about NGOs.
- A13. ADB headquarters and Resident Mission staff should report substantive NGO involvement in their "Back to Office Reports" and copy these and other substantive communications with NGOs to the NGOC for entry into the centralized NGO database.
- A14. The NGO Center should prepare a publication on good practice and lessons learned in cooperation between international agencies, government and NGOs. The publication should be revised and updated regularly.
- A15. ADB should assess the information currently available to the public and give consideration to expanding the range of information that is proactively made available to interested individuals and organizations.
- A16. Governments should be encouraged to establish public information centers as appropriate for large and complex projects.
- A17. Governments and ADB's Resident Missions and Representative Offices should be encouraged to conduct awareness-raising activities on ADB operations and produce publications in the appropriate language.

C. Develop ADB's Capacity for NGO Cooperation

98. The focus of NGO-related capacity building within ADB is on raising the awareness and skills of ADB staff as well as increasing organizational resources and commitment to strengthened NGO participation. This is linked to broader institutional change and decision-making processes already introduced through ADB's 2002 reorganization and the introduction of its "New Business Practices". Such internal capacity building should be undertaken at both ADB's headquarters as well as in ADB's Representative Offices and Resident Missions.

1. Participation and NGO Engagement Training for ADB Staff

99. During 2002, ADB's Regional and Sustainable Development Department, successfully administered training modules for ADB staff on participatory development and NGO engagement. ADB should continue to develop and expand these initiatives, and explore how they might be linked. These training initiatives should increase the awareness, skills and motivation of ADB staff. Each year, ADB should conduct a training needs analysis to assess the skills of ADB staff required for working with NGOs, including any specific skills or capacities required for implementing the Framework. Special attention should be given to training new ADB staff.

100. ADB consultants frequently work with NGOs, especially in preparing and implementing projects. In its capacity building efforts, ADB will seek to raise the awareness of its consultants.

2. NGO Role in Development Processes Orientation Module

101. In an effort to enable new ADB staff to work effectively with NGOs, ADB should develop a module on the role of NGOs in development processes and incorporate this module into the induction and orientation program for ADB staff. The module can briefly outline the ways in which ADB mandates stakeholder involvement, and how staff may be trained and find further information. Once developed, the module can be incorporated into all subsequent induction programs, to provide wide exposure to ADB staff.

3. Recognition of ADB Staff Working with NGOs

102. Commensurate with the importance that ADB attaches to NGO involvement, ADB should design and introduce an appropriate system to recognize staff who proactively work with NGOs. Innovative ways could be developed for staff recognition, including publishing innovative case studies.

4. Staff Exchange Program

103. ADB has piloted a rotational exchange program whereby NGO personnel reside at ADB to undertake designated assignments relating to ADB-NGO collaboration. ADB should explore the possibility to expand the current program to a two-way exchange, allowing ADB staff to be placed with NGOs, and NGO staff to be placed in ADB for specified periods of time. This could be any period, from two weeks or more depending on the nature of the tasks involved. This exchange should allow for discrete, time-limited activities that will enhance mutual learning.

Summary of Proposed Actions:

- A18. ADB should continue its training initiatives for ADB staff on participatory development and NGO involvement. In addition, ADB should develop a brief orientation module for new ADB staff.
- A19. ADB should develop ways in which to recognize staff for proactively working with NGOs and increasing stakeholder participation.
- A20. ADB should explore developing a two-way ADB-NGO staff exchange program.

D. Build NGO Capacity and Provide Institutional Support

104. Over the years, NGOs have proved themselves as key stakeholders in development. ADB already has extensive experience in working with NGOs, mostly using them as informal advisors, project sub-contractors for government, and sometimes as implementers of particular components of ADB-supported development activities.

105. However, a dynamic ADB-government-NGO relationship has been constrained by the following factors: a) lack of direct funding for NGOs; b) funding on a project-by-project or limited timeframe basis; c) a lack of sufficient, understandable and timely dissemination of information to NGOs and affected peoples and d) lack of understanding and capacity, lack of commitment or even resistance by some governments to the development of a vibrant and active NGO or civil society sector.

106. Even though ADB's policy on cooperation between ADB and NGOs¹³ explicitly recognizes the importance of capacity building support to NGOs, to date ADB has lacked a mechanism to provide direct funding to NGOs. As a regional development bank, ADB provides loans and grants directly to the governments of its DMCs. Furthermore, there is a need to strengthen the ability of NGOs to harness other sources of sustainable financing.

107. Given the importance of NGOs as key development partners, ADB must do more to support NGOs in their roles as agents of development, advocates, capacity builders, innovators, and effective voices of disadvantaged or otherwise marginalized groups.

1. Review Current Funding Modalities

108. ADB should review its effectiveness in administering funding to NGOs and create new mechanisms as appropriate. As mandated in ADB's medium-term strategy¹⁴, ADB should review the ways through which NGOs receive or disburse funding from ADB. The review should determine the effectiveness, impact, and cost-effectiveness of such funding, as well as its complementarity to ADB's lending and non-lending programs. The result should be a comprehensive assessment of the current mechanisms and recommendations for innovative, improved, or more flexible and responsive funding mechanisms. A component of the review should involve discussing how ADB can promote NGO-private sector cooperation in strengthening NGO financial sustainability, and how NGOs may secure other sources of support. A regional workshop should be convened to discuss the review findings.

109. The review should involve key stakeholders, including donors, NGO representatives, grant recipients and ADB staff. The draft study should be widely disseminated for comment.

2. Establish Small Grants Window

110. Based on the results of the review discussed above, ADB will seek to establish a separate ADB funding modality to provide support (i.e., a small grants window) for NGO development initiatives that are of a strategic relevance to ADB's operations in DMCs. ADB should develop the criteria for this window, then present this for discussion among stakeholders. Such criteria could include innovative NGO approaches to poverty reduction and sustainable development; pilot projects with potential for replication; introduction of new technologies or methodologies; improved methods of monitoring or auditing the delivery of public services; improved or enhanced transparency and good governance; capacity building activities; or new modalities to include marginalized or vulnerable groups in project activities.

111. The size of the fund should be significant (e.g., US\$20 million) and should be replenished as required and as dictated by a regular review of performance and effectiveness.

3. Recognition of Innovative NGOs

112. In an effort to promote the important role of NGOs as key development partners, ADB will seek to recognize NGOs demonstrating innovative approaches or good practices in addressing country-specific development challenges. The NGOC can develop the criteria for the award, using similar, existing award programs as reference. The result might be an annual collection and documentation of good practices and innovative approaches that can be replicated elsewhere in the Asia and Pacific Region. ADB should convene an independent selection committee, including government, NGO, academic and media representatives.

¹³ ADB. 1998. *Cooperation Between Asian Development Bank and Nongovernment Organizations*. Manila.

¹⁴ ADB. 2001. *Medium-Term Strategy (2001-2005)*, p. 15. Manila.

113. Awardees may receive various forms of recognition, such as write-ups in ADB's publications, a certificate from the ADB President, and media exposure.

4. Training for Key NGO Staff

114. Many national NGOs and grassroots community-based organizations are engaged in excellent grassroots development work. However, many lack the professional development management and documentation skills required by bilateral and multilateral agencies. Furthermore, governments and donor agencies sometimes criticize NGOs for not being professionally managed in terms of accountability and governance.

115. The objective of this activity, therefore, is to develop the skills of NGOs so that they might work more effectively in ADB-sponsored initiatives. ADB will seek to provide technical assistance, where needed, to conduct training initiatives for key NGO staff in project management and governance. Efforts should be made to build NGO capacity building into project design. In addition, at least one RETA should be initiated in 2003-2005. Resident Missions may identify those NGOs working on ADB-sponsored projects that might benefit from such training. Topics addressed could include project design and implementation, monitoring and evaluation, budgeting and financial sustainability, information and knowledge management, self-regulation and accountability mechanisms. South-South capacity building and training of trainers are mechanisms most likely to engender success.

Summary of Proposed Actions:

- A21. ADB should review the current modalities through which NGOs receive or disburse funding from ADB and establish a small grants window to support NGO development initiatives.
- A22. As a means to promote cooperation with NGOs, ADB should explore ways to recognize NGOs demonstrating innovative approaches to development challenges.
- A23. ADB will seek to build the capacity of NGOs involved in ADB-sponsored activities by providing technical assistance to train key NGO staff in project management and governance.

E. Strengthen Government-NGO Cooperation and Collaboration

1. NGO-Friendly Regulations and Administrative Procedures

116. NGOs face several barriers, which vary from country to country. These include inability to receive donor support in cash or kind; difficulties in obtaining visas for foreign technicians vital for their projects; and a labyrinth of permits and permissions to implement projects and programs. In an effort to remove the barriers for NGOs, ADB will seek to provide, upon request, technical assistance to DMCs to develop new regulations and procedures as appropriate. In some countries, existing regulations and administrative practices may need to be improved, strengthened, or, in some cases, eliminated. The result should be clear and operational regulations and administrative procedures at the local or national level that promptly address NGO needs.

117. In other countries, the legal environment might need to be developed to build or enhance cooperation between NGOs and their governments. ADB will seek to provide, upon request, technical assistance to DMCs to create or strengthen the policy, legal, fiscal and administrative instruments and mechanisms needed for effective government-NGO collaboration.

118. ADB should pilot these activities in at least one country over the 2003-2005 period.

2. Training for Government Staff

119. It is important that the government staff understand the role of NGOs and their important contributions in the development process. Upon request, ADB will seek to provide technical assistance to develop and implement suitable training and orientation modules. ADB should explore how this training may be integrated into ADB's project management training program for government executing agency staff.

120. ADB should pilot this training in at least one country over the 2003-2005 period.

Summary of Proposed Actions:

A24. In at least one country over the 2003-2005 period, ADB will seek to facilitate an effective working relationship between governments and NGOs through technical assistance in developing or strengthening legal frameworks, and building the capacity of government staff.

VII. IMPLEMENTING THE FRAMEWORK

A. Implementation, Monitoring and Review

1. Implementation

121. NGOC should have overall responsibility for managing the implementation of the Framework. As such, NGOC's annual workplans for 2003 to 2005 should be largely dictated by the Framework.

122. NGOC should support, consult and coordinate with Regional Departments, especially Resident Missions, in the implementation of the Framework. The key role of the Regional Departments should be to facilitate an enabling environment for NGOs at the project, country (CSP), and subregional levels.

123. The active involvement of Resident Missions is vital if the Framework is to succeed. Resident Missions are in regular contact with NGOs, and so can best determine how and whether the Framework is effective at the ground level. As part of its regular operations, ADB conducts stakeholder analyses especially during the project preparatory process. The Resident Missions and other ADB staff on missions are essential in providing information to headquarters. Any pertinent information collected on NGOs should be input into the NGOLink database to support ADB's institutional knowledge of the NGO community across the region.

124. Based on inputs received during the workshops, it is reasonable to expect that most DMC governments and development NGOs will be willing to participate in Framework implementation. Clearly, the Framework will not succeed without strong inputs from both parties. The paramount government input should be to provide an enabling environment for NGOs to work in the context of ADB (and other) operations in their respective countries. The NGOs, on the other hand, will need to effectively organize, "do their homework", and contribute in other ways that facilitate constructive interaction.

125. Figure 1 presents the key roles of each major stakeholder group. Figure 2 presents the key roles for ADB departments. Appendix 3 outlines the responsibilities of each stakeholder group for each proposed action, as well as the timeframe for completion.

2. Monitoring

126. Part of the workplan of ADB's internal NGO network should be dedicated to the elaboration of a monitoring and evaluation plan. The NGOC primarily should be responsible to oversee the implementation of the Framework, and monitor its progress, both internally and externally. Performance indicators for each recommendation are included in Appendix 3.

127. Within ADB, the NGOC should initiate a feedback mechanism each year whereby Regional Departments, and their Resident Missions and Representative Offices, provide an evaluation of progress made toward implementing the Framework. This feedback should be solicited in a structured manner, with meetings arranged with each Regional Department as appropriate to review activities in their subregion.

128. Moreover, NGOs and government representatives should review the Framework annually in the context of each national and subregional tripartite forum. Part of these meetings should be dedicated to reviewing the status of the activities under the Framework.

129. Each year, the NGOC prepares an annual report summarizing institution-wide accomplishments on ADB-NGO cooperation. This annual report should serve as the primary reporting mechanism for the monitoring and evaluation of the Framework, and should summarize the perspectives of all stakeholders.

3. Review

130. ADB should conduct a major review of the Framework in mid-2005 to prepare a new Framework for 2006-2010. This review should be an intensive, participatory process similar to that undertaken in 2002 to develop the current Framework.

B. Resource Implications

131. For this first draft of the Framework, only a rough estimate of ADB resources required to implement the Framework over the three-year period has been attempted. The three-year resource requirement is approximately \$4,700,000. Estimated annual breakdowns are \$2,000,000, \$1,400,000 and \$1,300,000 for 2003, 2004 and 2005, respectively. Appendix 3 outlines ADB resources needed for each proposed action. By grouping the recommended actions under three broad headings, the estimated costs would be:

Tripartite collaboration on projects/programs/policies	\$1,600,000
NGO/Government capacity building	2,150,000
ADB capacity building	950,000
Total	\$4,700,000

132. This estimate omits the planned investment in a permanent small grants fund, which is envisaged to be capitalized by about \$20,000,000 from various bilateral agencies. The NGO/Government capacity building budget includes an initial two-year small grants fund of \$1,000,000 that would be capitalized by an existing ADB special fund, e.g., the Poverty Reduction Cooperation Fund.

133. The budget estimate is for the institution as a whole, and may contain overlaps with activities already budgeted. For example, a proposed TA to strengthen NGOs in Indonesia is expected to begin implementation in 2003 and would then account for \$300,000 budgeted under the Framework for such an activity. The estimate does not take into account incremental increases in staff time that would already be devoted to similar activities, but does include the recommendation to place 3-5 full-time NGO Liaison Officers at selected Resident Missions by 2005.

Figure 1: Primary Roles of Each Stakeholder Group

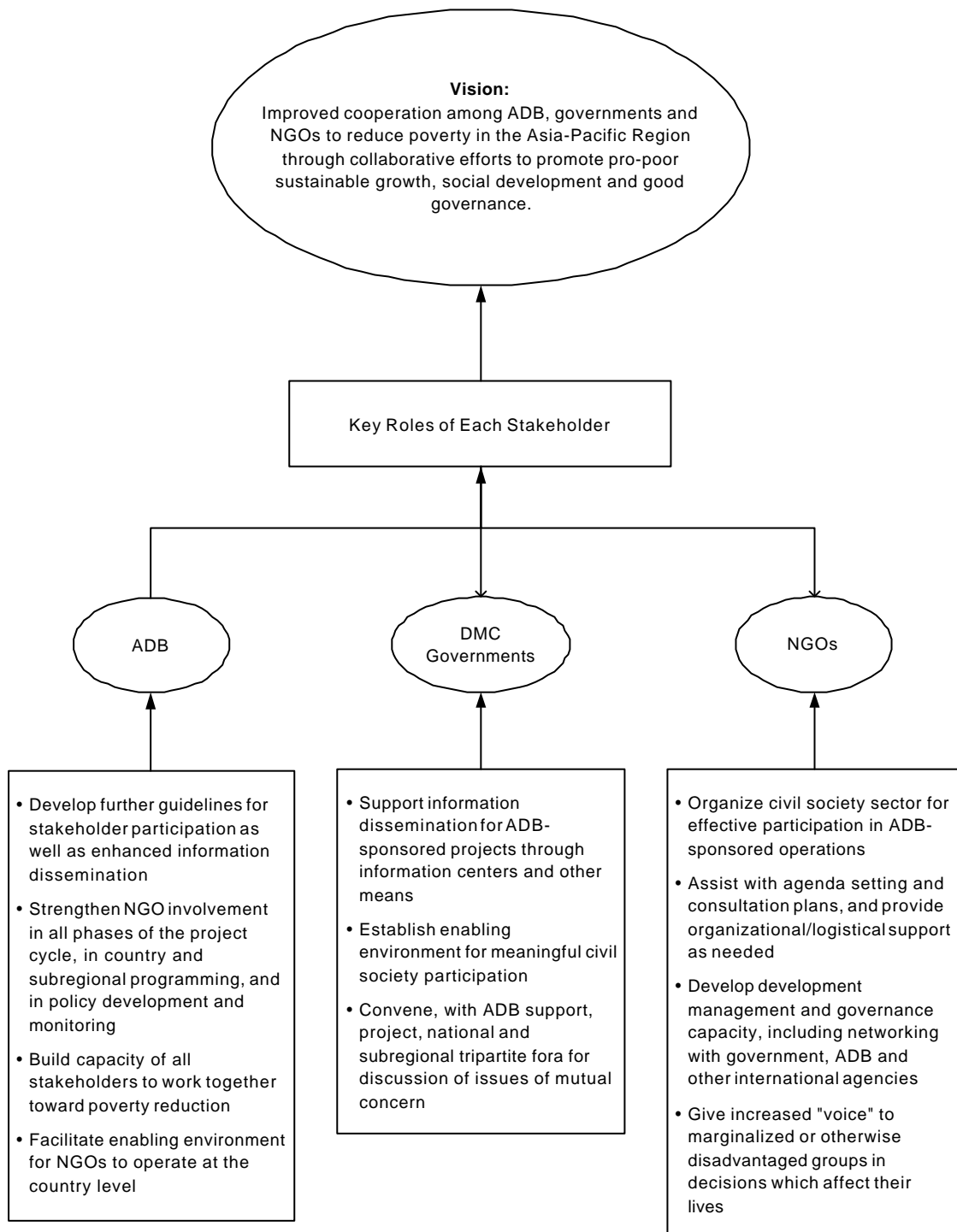
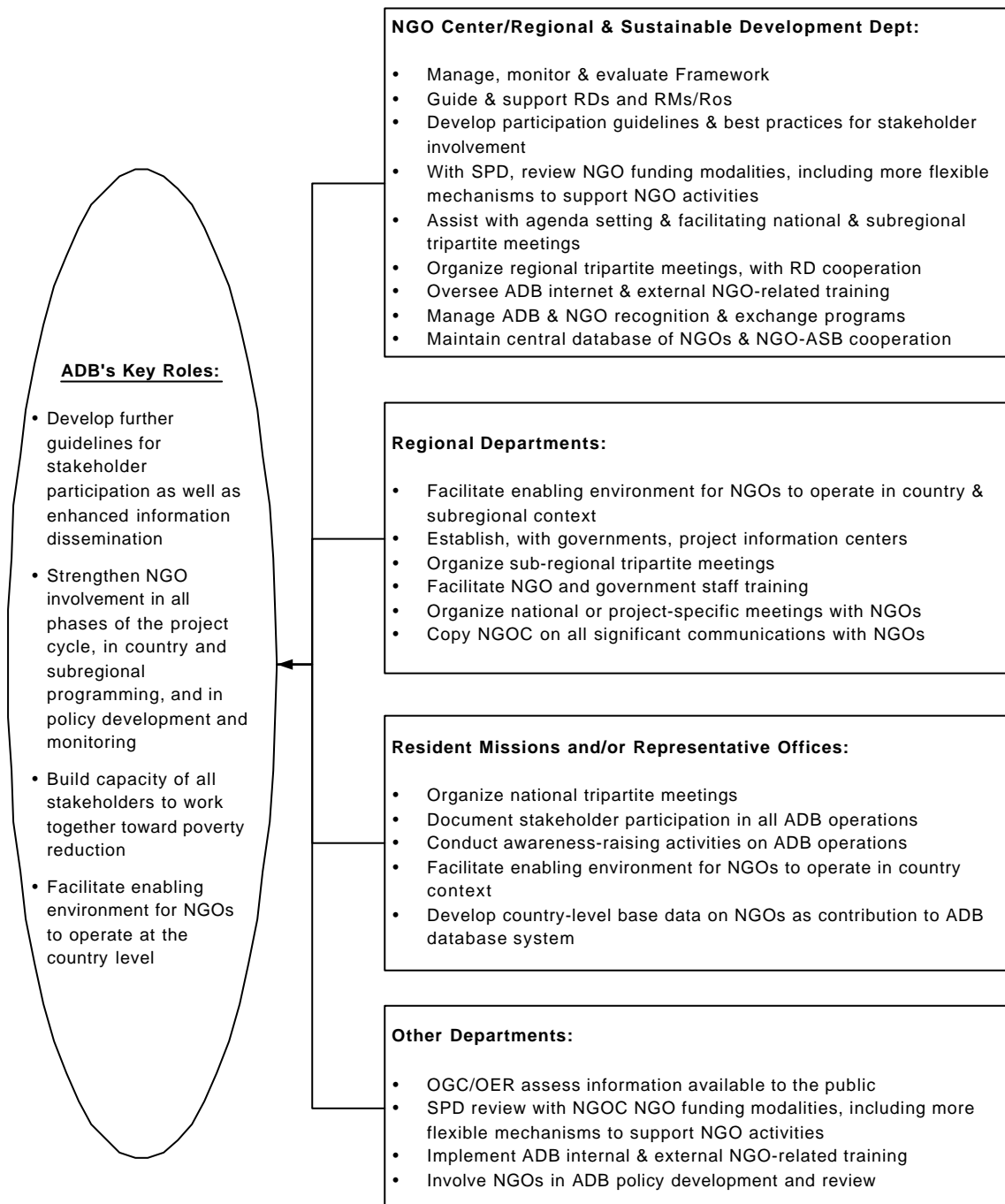


Figure 2: Primary Roles of Each ADB Department



DEVELOPING THE COOPERATION FRAMEWORK

I. Summary of the Consultation Process

134. This Framework was the primary output of RETA 6021, which provided a platform for broad-based stakeholder dialogue. Following months of workshops and other consultations, ADB staff and segments of the NGO community, governments, and the private sector from around Asia and the Pacific forged a consensus on how to improve their collaboration in fighting poverty.

135. To undertake the RETA, the NGOC designed a process for engaging stakeholders in the actual preparation of the Framework. The process started with dissemination of an “Issues Note” that addressed key elements of the tripartite relationship, and that provided opportunity for giving feedback.

136. Between June and October 2002, one-day national-level workshops were held in 10 countries (Bangladesh, Cambodia, India, Indonesia, Kazakhstan, Mongolia, Nepal, Pakistan, the Philippines, and Thailand). Stakeholders were identified in two tiers: a broad, more exhaustive list of those invited to offer written comments on the “Issues Note”, and a subset of that list who were invited to attend a workshop. A special workshop also was held for a cross-section of ADB staff, using the same process as the national-level workshops.

137. Each national-level workshop devoted considerable time to small group discussions, with participants actively working together to develop pragmatic suggestions and propose activities for enhanced collaboration. Group members then presented and discussed their ideas in full plenary sessions. Based on their experience with ADB and other donor-supported projects, workshop participants also were asked to identify the success factors critical for effective cooperation, as well as to develop goal statements pertaining to the desired future for ADB-Government-NGO cooperation.

138. In addition to the national workshops, subregional workshops were organized for Australia and the Pacific, East and Central Asia, the Mekong, and South Asia. These consultations brought together selected individuals who had participated in earlier national workshops, and engaged new participants from countries where a national workshop had not been held. This gave participants an opportunity to elaborate on national workshop recommendations. Since the subregional workshops were held over two days, participants had more time to reach consensus on goals for tripartite cooperation. Selected participants from each of the subregional workshops were then invited to the regional workshop in Manila.

139. The proceedings of each workshop were produced and posted on ADB’s NGO website, together with an updated synthesis of issues and trends. Drawing upon this synthesis, as well as other background material, NGOC staff prepared a preliminary or “zero draft” document, which included a compilation of recommendations received during all of the workshops.

140. In mid-November 2002, ADB hosted a regional “writeshop” with selected participants who had taken part in the earlier national and subregional workshops. The writeshop group broadly represented all key stakeholders, including 9 NGOs, 4 government representatives, 2 from the private sector, as well as 8 ADB staff. Using the zero draft as a starting point, participants worked in small groups to revise or supplement sections of the draft Framework. The drafts were discussed and critiqued in plenary sessions. The writing group members then revised their sections according to the consensus of the full group, and again presented revised drafts to plenary. After two days of intensive writeshop activity, 11 additional participants joined the writeshop group for a two-day regional workshop. (Section II of this Appendix lists the

participating organizations in the regional writeshop and workshop.) The purpose of the regional workshop was to provide further comments on draft sections of the Framework, and to help further develop component parts of the Framework document. Following the regional workshop, the full writeshop group and NGOC staff spent a further two days to bring together the various sections of the document.

141. At the conclusion of the writeshop, the NGOC edited and streamlined the document. It then was circulated for comment within ADB and to participants of the country and subregional workshops. At this stage, the NGOC also reviewed the document against written comments received on the "Issues Note", to ensure that to the extent possible these comments were taken into account in the text. The NGOC then sent each workshop participant, as well as those who responded to the "Issues Note", a letter indicating how his/her comments or ideas were reflected in the draft Framework.

142. Altogether, 476 external stakeholders contributed to the draft Framework, with 422 who attended at least one of the workshops, and 54 others who submitted comments to the Issues Note or draft Framework. The average workshop attendance was 32 external stakeholders. Overall, 75% of the participants represented NGOs, 18% represented government agencies, 4% represented the private sector, and 3% were from other agencies. In addition, 29 ADB staff from various departments attended the special ADB workshop in October, and 10 more ADB staff participated in the regional writeshop or workshop. Section III of this Appendix outlines the schedule of consultation workshops.

II. Regional Writeshop and Workshop on ADB-Government-NGO Cooperation Manila, Philippines

The Writeshop Team 18-23 November 2002 List of Participating Organizations

NGOs

NGO Forum on the ADB <i>Asia Region</i>	Urban and Regional Development Institute* <i>Indonesia</i>
China Foundation For Poverty Alleviation <i>Peoples Republic of China</i>	National Network of Mongolian Women's NGOs* <i>Mongolia</i>
Central Asian Sustainable Development Information Network <i>Kazakhstan</i>	Action Aid Nepal* <i>Nepal</i>
Quaker Service Laos <i>Lao PDR</i>	Foundation for the Philippine Environment* <i>Philippines</i>
NGO Resource Centre Karachi Aga Khan Foundation <i>Pakistan</i>	South Asia Partnership* <i>Sri Lanka</i>
Caucus of Development NGO Networks (CODE NGO) <i>Philippines</i>	Foundation for Thailand Rural Reconstruction Movement* <i>Thailand</i>
World Wildlife Fund-Philippines <i>Philippines</i>	Private Sector
Forum for Protection of Public Interest (Pro Public) <i>Nepal</i>	Int'l Development Support Services (IDSS) <i>Australia</i>
World Wildlife Fund-Nepal <i>Nepal</i>	GMS Power Public Company Ltd. <i>Thailand</i>
Asian NGO Coalition (ANGOC)* <i>Asia Region</i>	Government
Cook Islands' Business and Professional Women* <i>Cook Islands</i>	NGO Affairs Bureau Prime Minister's Office <i>Bangladesh</i>
Self Employed Women's Association* <i>India</i>	Rajasthan Urban Infrastructure Development Project Government of Rajasthan <i>India</i>
Tata Energy Research Institute* <i>India</i>	International Relations Division Ministry of Finance <i>Kyrgyz Republic</i>

National Commission on Indigenous Peoples
Philippines

Foreign Aid Coordination Division*
Ministry of Finance
Nepal

ADB

Agriculture, Environment & Natural Resources Division, Mekong Department

Infrastructure and Finance Division,
Private Sector Operations Department

Nepal Resident Mission

NGO Center
Regional and Sustainable Development Department

Operations Evaluation Department

Office of External Relations

Office of the Secretary

Agriculture, Environment & Natural Resources Division*
South Asia Department

Social Sectors Division*
South Asia Department

Note: An asterisk indicates that the agency was invited to participate during the 20-21 November “regional workshop” portion of the writeshop.

III. Schedule of Consultation Workshops

A. National

Country	Date	No. of Participants			
		NGOs	Government	Others	Total
Philippines	28 June 2002	18	9	4	31
Thailand	30 July 2002	15	6	6	27
Cambodia	19 August 2002	36	2	0	38
Mongolia	6 September 2002	28	1	1	30
Bangladesh	16 September 2002	31	10	0	41
Pakistan	27 September 2002	17	9	0	26
India	27 September 2002	32	5	6	43
Nepal	30 September 2002	22	4	2	28
Indonesia	16 October 2002	21	6	3	30
Kazakhstan	22 October 2002	22	4	1	27
TOTAL		242	56	23	321

B. Subregional

	Date	No. of Participants			
		NGOs	Government	Others	Total
Mekong	21-22 August 2002	32	8	1	41
Australia & Pacific	27 August 2002	22	4	2	28
South Asia	3-4 October 2002	24	6	1	31
East & Central Asia	24-25 October 2002	26	9	2	37
TOTAL		104	27	6	137

C. Regional

	Date	No. of Participants				
		NGOs	Government	ADB	Others	Total
Regional	18-23 November 2002	19	5	8	3	35

D. ADB Staff Workshop

	Date	No. of Participants
Workshop with ADB staff	30 October 2002	29

ADDITIONAL RECOMMENDATIONS FOR IMPLEMENTATION AFTER 2005

1. Given the 2003-2005 timeframe of the Framework for ADB-Government-NGO Cooperation (coinciding with ADB's Medium Term Strategy), the following activities are proposed as supplemental. These activities should be considered when the Framework is reviewed, for possible implementation after 2005.

A. Build NGO Capacity and Provide Institutional Support

1. Core Funding for Nascent or Emerging NGOs

2. For NGOs working in transitional economies or other countries without a significant history of NGO involvement, ADB should explore the possibility of providing core funding for human or institutional development as well as program implementation. The result will be the emergence of more established NGOs in countries with transitional economies or other countries without a history of NGO involvement.

3. Participating NGOs must a) be registered with government authorities; b) have a clear organizational mission statement and organizational development plan; and c) submit a proposed project/program plan and a detailed and itemized budget for a 1-2 year period. Ideally, the selection, funding and monitoring would be undertaken at the Resident Mission level. Support should be limited to transitional economies, or those countries otherwise in need of a "boost" to its local NGO sector. Allocations should be multi-year but could be reduced in amount over time.

2. Capacity Building of NGO Networks

4. A 2002 study on ADB-NGO collaboration¹⁵ indicates the need for NGOs to network to act as focal points for liaison with other development players. ADB should consider ways in which to establish or strengthen effective NGO networks, coalitions or apex bodies. The objective of this activity is to enhance the "voice," image and credibility of NGOs.

5. A key focus of strengthening these networks might be establishing internal self-funding mechanisms for greater sustainability. ADB should initiate or strengthen NGO networks or apex bodies in selected countries where needed. ADB should also support the training of key staff of these networks in effective network management and advocacy. This training should also train NGO network staff in appropriate self-regulation mechanisms, including codes of conduct, charters or accreditation processes.

B. Strengthen Government-NGO Cooperation and Collaboration

3. Government-NGO Forum or Institutionalized Mechanism for Cooperation

6. Once tripartite forums are operational in most DMCs, there may be a need to strengthen government-NGO relationship further through a more formal, institutionalized mechanism. ADB may, upon request, provide technical assistance to DMC governments to create or enhance a national forum for governments and NGOs to develop and strengthen trust and partnership. Such fora should serve to institutionalize and regularize consultation between governments,

¹⁵ Asian NGO Coalition for Agrarian Reform and Rural Development (ANGOC), *Recommendations for Strengthening ADB-NGO Dialogue and Cooperation*, Manila, March 2002.

NGOs and ADB. ADB, government and NGO representatives should together plan such fora. As each stakeholder may have different mandates and operational practices, it will be necessary to develop a code, guidelines and business procedures acceptable to all involved. Participants in the fora would include representatives from ADB, government, NGOs, donors and the private sector. ADB should proactively nurture engagement of the various stakeholders, particularly in countries where the government-NGO relationship is less developed and/or has not traditionally encouraged the participation of NGOs in national planning.

4. Secondment of Government Staff to NGOs

7. In addition to periodic training programs, secondment of government staff (both permanent and political appointees) to NGOs will give government personnel first-hand experience of the functioning of NGOs. ADB should facilitate such arrangements as acceptable and appropriate.

5. Study Tours for Government Representatives

8. NGO and government stakeholders noted examples of successful government-NGO collaborative efforts, some of which are ADB-sponsored. Participants of the tripartite fora might gain ideas from visiting such sites and learning from the collaborative experience of others. The tripartite group could recommend government personnel for the site visits, and ADB could sponsor such study tour learning initiatives as requested and appropriate.

6. Training for NGO Staff

9. ADB should design and conduct a training program to enable NGOs to better work with their governments. NGOs need to appreciate the role and reach of government operations both at a policy and programming level. This is particularly true of NGOs who may work in only a smaller geographic region or a specific sector and that may not understand the wider national policy framework and operations of governments. Therefore, training NGOs in this wider perspective will increase understanding and appreciation of the government's role, leading to a more openness and willingness on the part of NGOs to work collaboratively with their governments. Governments could provide resource persons to explain how governments function, including national development priorities as well as particular constraints faced by governments.

IMPLEMENTATION MATRIX

Action No.	Objective	Activity	Organizational Roles/Responsibilities			Timeframe/ADB Resources	Main Outputs	Performance Indicators
			ADB	Governments	NGOs			
A. Strengthen Stakeholder Participation in ADB-Supported Activities								
1	To institutionalize and codify NGO participation in ADB operations.	Formalize participation guidelines, including minimum standards for participation and information dissemination. Develop models for documenting key consultations with stakeholders, including feedback mechanisms.	RSDD develops practical guidelines for ADB staff and consultants. RMs work with governments & NGOs to adapt guidelines to country-specific conditions.	Governments help adapt guidelines to country conditions.	NGOs help adapt guidelines to country conditions.	Ongoing. For completion in 2003. Incremental staff time \$10,000 staff consultant (SC)	Participation guidelines & models, with minimum standards. Stronger partnerships across the range of ADB operations locally & regionally.	Completed guidelines, and guidelines contextualized for at least 3-5 countries (commensurate with those RMs with full-time NGO liaisons). Qualitative assessment of the extent to which partnerships have been established.
2	To strengthen ADB operations and promote local ownership through meaningful involvement of NGOs throughout project and program cycles.	RMs convene regular tripartite meetings to discuss CSP implementation, progress on poverty reduction targets, general information on ADB, and other topics of mutual interest.	RMs arrange tripartite meetings jointly with DMC governments. NGOC provides assistance on request.	DMCs arrange tripartite meetings jointly with RMs.	NGOs organize themselves for representation, including pre-meeting discussions to develop common positions where possible.	Ongoing at some RMs. Annually, or more often, depending on country-specific demand. Phase in to cover all RMs by end 2005. \$4,000/workshop	Meeting reports that track NGO issues, concerns, recommendations at a country level. Improved understanding & early identification & monitoring of potential problems/conflicts.	Quantitative assessment of the extent to which meetings were held and documented, and qualitative assessment of the extent to which NGO concerns were addressed in those meetings.
3		Include NGOs in the development of CSP participation plans, and involve NGOs in the CSP process prior to decision-making.	RDs, with NGOC assistance, develop CSP stakeholder participation plan, with NGOs. RDs and RMs include NGO representation in CSP process.	Governments agree to and help implement multi-stakeholder participation plan.	Nominate skilled NGOs/individuals to participate in the CSP process, and identify ways in which NGOs might otherwise contribute.	At least 1 CSP per year to 2005. Nominal additional resources	Stronger local ownership & understanding of CSPs; improved NGO-government partnerships.	The extent to which NGOs were involved and documents provided to NGOs in a timely manner in at least 3 CSPs.

Action No.	Objective	Activity	Organizational Roles/Responsibilities			Timeframe/ADB Resources	Main Outputs	Performance Indicators
			ADB	Governments	NGOs			
4		Include NGOs in the processing of at least one program loan.	At least one RD will explore ways in which NGOs might be included in the processing of one program loan. Document lessons learned for future engagement of NGOs.	Governments explore with ADB ways in which NGOs can actively participate.	NGOs explore with ADB and governments appropriate ways and means to participate.	At least one program loan during the 2003-2005 period.	Identification of appropriate ways in which to involve NGOs in program loan processing.	Documented lessons learned and recommendations for future NGO participation.
5	To strengthen ADB operations and promote local ownership through meaningful involvement of NGOs throughout project and program cycles.	Strengthen onsite consultations to ensure participation of communities prior to project approval, and continuing public consultations for benefit monitoring during project implementation.	RDs and RMs, with DMC executing agencies, jointly arrange consultations. NGOC assists with technical aspects & records experience in best practice publication.	DMC executing agencies, with RDs and RMs, jointly arrange meetings.	NGOs organize themselves for representation, including pre-meeting discussions to develop common positions where possible.	As often as needed; demand-based. Will require significantly greater, but currently unquantified project & staff resources.	Regular dialogue with project residents including records & follow up of agreements/ issues; an early warning system. Stronger project designs with local knowledge; greater local ownership of projects; avoidance of inspection requests.	Quantitative assessment of the extent to which participation plans were developed and implemented, through survey of new projects (starting in 2004). Qualitative assessment from project staff on the extent to which affected communities and NGOs have been engaged and concerns followed up. After 2005, also survey staff after mid-term review.
6	To raise awareness about policies and the policy development process, and generate support for their implementation.	For national or sectoral policies and programs in which ADB is involved, ADB provides technical assistance to build national capacity for stronger multi-stakeholder consultations at the sub-national and national levels.	ADB provides technical assistance.	DMCs join in technical assistance.	NGOs join in technical assistance.	Ongoing in few countries. At least 1 new TA/yr. \$300,000/yr from Knowledge Mgt Products (KMP) budget	New national regulations developed. Enhanced understanding and national ownership of ADB-supported activities.	Cadre of NGOs & government staff in 3 countries trained in multi-stakeholder consultation. \$300,000/year allocated from KMP budget. Qualitative post-training assessment performed for each.
7		Solicit broad-based NGO and civil society comment on the development of ADB operational and overall sectoral policies.	ADB departments engage stakeholders widely in development and revision of policies.	DMC government staff provide input on ADB policies.	NGOs provide input on ADB policies.	Ongoing as policies are drafted. \$300,000/newpolicy or major policy revision	Mainstreamed system of public consultation on ADB policy formulation. Increased DMC & stakeholder input & understanding of ADB policies.	Qualitative assessment of consultations held. \$300,000/review allocated for public consultation.

Action No.	Objective	Activity	Organizational Roles/Responsibilities			Timeframe/ADB Resources	Main Outputs	Performance Indicators
			ADB	Governments	NGOs			
8	To ensure that ADB's policies are implemented as intended.	Introduce greater NGO and beneficiary involvement in monitoring and evaluation of ADB policies in projects, beginning with large, complex projects.	NGOC provides info on appropriate NGOs through NGOLink & other means. Mission Leaders explore & support NGO involvement to increase capacity for monitoring and evaluation.	Government facilitates NGO involvement in monitoring and evaluation.	NGOs to monitor projects for benefits, policy compliance, others.	Ongoing, but rare. Include at least 1 new project per year. Nominal additional cost to project's M&E budget line	More comprehensive & stronger M&E reports that include local perspectives. Better & earlier attention to unintended project impacts; decreased project-level conflicts.	Quantitative assessment (NGOC surveys project staff) of the extent to which NGOs were recruited for project monitoring processes.
9	To enhance ADB's outreach and response capacity, to publicize the activities of ADB, to more readily anticipate & respond to NGO concerns, and to work to improve Government-NGO partnerships	Establish 3-5 full-time NGO Liaison Officers at RMs with an active NGO sector.	RMs, with HQ departments, support (including allocation of necessary budgetary resources)	Governments to determine a designated counterpart or other NGO focal point	Active cooperation from NGOs to proactively address issues of concern	Full-time staff in 3-5 Resident Missions by 2005 \$50,000-70,000/yr, cumulative	Increased ability of RMs to respond to NGO issues and concerns and proactively publicizes ADB-supported activities.	3-5 full-time national staff
10		Organize annual subregional forums to discuss cross-border issues with NGOs and governments.	RDs, assisted by NGOC and governments, to arrange and convene for a; NGOC ensures written record sent to participants.	Governments to allow NGO participation in existing mechanisms, e.g., GMS working groups and help organize forums.	NGOs assist in translation of discussions into local language(s), as well as assist in dissemination.	Annual. Phase in Over 2003-2005. \$30,000 x 5 per year	Early identification of sub-regional problems. Assist DMCs to address development issues of common concern.	5 sub-regional dialogues annually with recorded agreements/issues
11		Organize an initial ADB-government-NGO regional forum, & consider holding thereafter every 2 years	NGOC to arrange in coordination with RDs.	Governments participate at appropriate level.	NGOs assist in translation of discussions into local language(s), as well as assist in dissemination.	Begin 2004. Every 2 yrs. \$50,000 every 2 yrs	Further assisting efforts to address key development issues on a regional basis; opportunity to share lessons-learned	1 regional dialogue
B. Enhance Transparency and Interaction through Access to Information								
12	To support decision making & improve opportunities for partnerships.	Modify NGOLink central database to allow public access.	NGOC, with support from RMs, to manage NGOLink.	N/A	NGOs to assist in entering data on their organization.	Ongoing. Updated throughout 2003-2005. \$10,000 SC/yr	Accessible database Greater number of ADB-NGO partnerships	Qualitative assessment of the extent to which NGO profiles are accessible publicly, and number of NGOs who self-register or self-update.

Action No.	Objective	Activity	Organizational Roles/Responsibilities			Timeframe/ADB Resources	Main Outputs	Performance Indicators
			ADB	Governments	NGOs			
13		Report NGO involvement in BTORs & copy this & other significant communication to NGOC for inclusion in central database	Mission Leaders/other staff report/copy communications with NGOs	N/A	N/A	Ongoing but sporadic. Mainstream, 2003-2005 Nominal cost.	Improved maintenance of an institutional memory on ADB-NGO interactions More consistent & rational ADB-NGO dialogue	Annual cross-check of subset of NGOLink with verification by project staff to determine whether database reflects NGO participation in ADB-supported projects
14		Prepare a publication on best practice and lessons learned; update regularly.	NGOC to record lessons learned & prepare in consultation with RDs & RMs.	Governments may submit case studies.	NGOs may submit case studies. NGOs disseminate & critique drafts.	2003 Incremental staff cost	Examples of effective and successful trilateral cooperation. Stronger partnerships across the range of ADB operations locally & regionally.	Publication produced
15	To improve transparency & provide NGOs & civil society with essential information needed to become effective partners in project, program & policy development.	Assess the information currently publicly available & consider expanding the range of information proactively made available to interested individuals or organizations.	OGC and OER to develop matrix of documents currently available and consider further expansion.	Governments to participate in discussions.	NGOs to help develop list of documents and participate in discussions.	2003	Matrix of documents currently publicly available. Facilitated access to documents while respecting government & private sector concerns.	Matrix produced and publicized.
16		Establish public information centers for complex projects.	Project officers will ensure that the centers are included in the project design.	Governments executing agencies to establish and maintain the centers.	NGOs to assist in data collection and ensure data validity.	Depends on demand, but likely 2-3/yr. \$10,000/project; part of project budget	Accurate information provided to stakeholder groups by project staff who are closest to the issues. Address issues early to avoid more intractable implementation problems & inspection requests.	Number of public information centers around the region

Action No.	Objective	Activity	Organizational Roles/Responsibilities			Timeframe/ADB Resources	Main Outputs	Performance Indicators
			ADB	Governments	NGOs			
17		Conduct awareness raising activities on ADB operations & produce information in appropriate languages.	NGOC helps distribute to NGOs. OER & other departments assist in materials preparation; RMs/ROs help translate & distribute. Concerned departments deliver or assist RMs/ROs to deliver awareness seminars.	Governments participate in raising awareness.	NGOs assist in translation of discussions into local language(s), as well as assist in dissemination. NGOs help identify specific needs for seminars or publications.	Ongoing, 2003-2005 Increased OER outputs (e.g., videos in local languages); \$20,000/yr add'l cost	Awareness "roadshows" around the region on various aspects of ADB operations. Dissemination of various materials Increased stakeholder understanding & access to key ADB documentation.	Quantitative assessments of the extent to which briefings were held and documents translated by NGOs
C. Develop ADB's Capacity for NGO Cooperation								
18	To increase the awareness, skills and motivation of ADB staff in interacting with NGOs.	Training courses on participation and NGOs for ADB staff. Orientation module for new ADB staff.	RSDD and BPHR continue needs assessments and training programs and develop orientation module. RDs and RMs/ROs nominate staff to participate.	N/A	Occasionally NGOs may participate in the training	Ongoing At least 1 training program per year. \$30,000/yr	ADB staff more "NGO friendly" and equipped with better participation and stakeholder analysis skills.	About 50 staff trained annually. Post-training assessment performed.
19		Recognition of ADB staff working with NGOs.	NGOC and OER to explore ways in which to reward staff.	N/A	N/A	Begin 2004 Nominal	Increase ADB-NGO partnerships through this incentive. Highlight NGOs as legitimate development partners.	Recognition of 1-2 staff annually.
20	To increase the awareness, skills and motivation of ADB staff in interacting with NGOs.	NGO-ADB staff exchange program.	NGOC to explore ways to continue and expand the rotational program		NGOs to explore with ADB ways to create a two-way staff exchange	Rotational program ongoing. Staff exchange 2004. \$120,000/yr	Promote better understanding among NGOs and ADB. Regularly inject new thinking to deal with old problems.	12 person mths of NGO staff time at ADB annually. One ADB staff to an NGO as a pilot effort. Exchange program report assessing learning

D. Build NGO Capacity and Provide Institutional Support

21	To promote closer NGO participation in ADB-supported activities & encourage adoption of innovative mechanisms for poverty reduction used by NGOs.	Review current modalities for funding NGOs and establish a small grants window to support development initiatives of NGOs involved in ADB-sponsored activities.	NGOC and SPD lead the review. NGOC develops criteria for NGOs funded through small grants.	Governments provide input to the review and its recommendations. Governments provide “no objection” concurrence for funding NGOs. .	NGOs provide input to the review and its recommendations	Complete 2003. Incremental staff costs. \$5,000 SC \$20,000,000 fund – from bilateral contributions	Pilot program 2003-04. Permanent small grants facility to start in 2004-05. Build ADB-NGO-government partnerships. Employ & highlight innovative development activities. More effective NGO activities.	\$1 million in small grants 2003-04. Permanent small grants facility to be by 2005. Qualitative assessment of projects supported (through project reports).
22		Explore ways to recognize NGOs demonstrating innovative approaches to development challenges.	NGOC to work with OER to determine an appropriate recognition system, seeking NGO input.	N/A	NGOs to provide input into the design of a recognition system	Begin 2004. Nominal	Highlight role of NGOs as key development partners.	1-2 NGOs annually.
23	To enable NGOs to work more effectively with ADB and governments on ADB-sponsored initiatives	Provide technical assistance to build NGO capacity in project management and governance.	NGOC to develop a regional technical assistance project. RMs and RDs to help identify strategic areas for NGOs to be included.	Governments to provide “no objection” concurrence.	NGOs apex bodies help identify strategic areas. Participating NGOs to be trained.	At least one regional technical assistance project in the 2003-2005 period. \$500,000	Enable NGOs to become more effective development partners.	3 or more TAs Qualitative assessment of effectiveness through project reports

E. Strengthen Government-NGO Cooperation and Collaboration

24	To facilitate an effective working environment for government and NGO cooperation.	Develop legal frameworks and build the capacity of government staff	NGOC, with the help of RMs and RDs, identify at least one country and design a technical assistance project.	Governments identify potential areas for strengthened cooperation, and seek ADB assistance.	NGOs identify potential areas for strengthened cooperation.	Pilot in at least one country over 2003-2005 period. \$300,000	Enabling operating environment for NGOs and improved government-NGO collaboration through enhanced interaction and the development of trust.	Legal framework developed in at least 1 country Number of government staff trained
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