Technical Assistance Progress Report

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(Financed by the Poverty Reduction Cooperation Fund)

Prepared principally by: China Foundation for Poverty Alleviation (CFPA)
Beijing, PRC

TA Executing Agency: State Council Leading Group Office of Poverty Alleviation and Development (LGOP)

Asian Development Bank
政府扶贫资源
首次向NGO开放
——NGO与政府合作实施村级扶贫规划试点项目

Pioneering the Opening of Government Poverty Alleviation Resources to NGOs
——NGO–Government Partnership in Village–planning Poverty Alleviation Pilot Project

项目发起机构：国家财政部
国务院扶贫开发领导小组办公室

项目实施机构：江西省扶贫办
中国扶贫基金会

项目资助机构：亚洲开发银行
英国国际发展部
新加坡金鹰国际集团

Authorizers: State Council Leading Group Office of Poverty Alleviation and Development (LGOP)  
Ministry of Finance (MOF)

Operators: Jiangxi Poverty Alleviation Offices (PADO)  
China Foundation for Poverty Alleviation (CFPA)

Sponsors: Asian Development Bank (ADB)  
UK Department for International Development (DFID)  
RGM International
China Foundation for Poverty Alleviation (CFPA) was established in March 1989 with a mission to alleviate poverty in China. It is a national non-profit organization registered under the Ministry of Civil Affairs with the State Council Leading Group Office of Poverty Alleviation and Development (LGOP) as its superior. To date, it is China’s biggest NGO in the field of poverty alleviation.

CFPA has 80 headquarter employees in Beijing and 200 full-time employees in its field offices. The poverty alleviation initiatives of CFPA include microfinance, maternal and infant health care, financial support for poor college students, disaster relief, and community development.
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项目背景 Project Background

随着中国政府于 2001 年颁布实施《中国农村扶贫开发纲要（2001 – 2010 年）》后，新时期扶贫开发的重点已经从贫困县缩小到贫困村和贫困户。在此背景下，实施村级扶贫规划成为中国新时期扶贫开发工作的重要举措之一。

目前村级规划的制定和实施主要是由政府扶贫部门来完成的，而在基层则主要由乡政府和村委会两级机构实施。在“小政府大社会”的机构改革形势下，各级政府工作人员压缩，项目工作人员不足，很大程度上影响了扶贫项目的质量；此外，项目的实施和监督三位一体，政府自己实施和验收项目，低成本和低质量的管理方法，影响了扶贫资金的有效使用。

针对村级扶贫规划实施过程中存在的诸多问题，越来越多的扶贫组织和机构开始关注和探索新的扶贫机制和扶贫模式，提出了转变政府扶贫部门的职责，把政府扶贫资源委托给非政府组织（以下简称 NGO）来组织实施村级扶贫规划项目，而政府部门则负责检查和验收项目的设想。

为此，国务院扶贫办、财政部和亚洲开发银行于 2005 年 2 月共同签署合作备忘录，决定在江西省开展非政府组织和政府合作实施村级扶贫规划技术援助试点项目。

什么是村级扶贫规划?

村级扶贫规划是整个扶贫开发规划中的基本单元，所有的扶贫开发政策措施最后都必须落实到贫困村。它是一个以需求为基础的发展规划，同时还要考虑当地的资源、能力和市场等各种因素。

与其他发展规划不同，村级扶贫规划必须：

★ 以县为基本单元，以贫困乡村为基础；
★ 明确发展目标、建设内容、实施措施、帮扶单位和资金来源；
★ 统一评估、统一论证、一次批准，分年实施，分期投入；
★ 特别强调贫困群体优先瞄准和村民的参与性。
As the Rural China Poverty Alleviation and Development Program (2001-2010) came into effect in 2001, the Chinese government has shifted its focus of poverty alleviation from poor counties to poor villages and households. Village-planning projects have therefore become a significant part in the general agenda of poverty alleviation for the whole country.

Traditionally, village-planning poverty alleviation were developed and implemented by government poverty alleviation departments and particularly township governments and village committees. But with institutional reforms, numbers of civil servants at various levels have been greatly reduced, which affected the quality of poverty alleviation projects. In addition, governments played a dual role of project operator and supervisor, as well as the emphasis in management toward low costs (but sometimes compromising quality), undermining efficacy and efficiency of fund use.

To tackle all these problems, an increasing number of agencies have begun to explore new approaches to poverty reduction. One such experiment involves a shift in the government’s role to focus on project supervision, inspection, and review and approval, while entrusting its poverty alleviation resources to NGOs for on-the-ground implementation of village-planning projects.

Against this backdrop, the State Council Leading Group Office of Poverty Alleviation and Development (LGOP), Ministry of Finance (MOF), and Asian Development Bank (ADB) signed in February 2005 a Memorandum of Understanding on Technical Assistance to the People’s Republic of China on NGO-Government Partnership in Village-planning Poverty Alleviation.

What does a village-planning poverty alleviation mean?
The basic unit in the national poverty alleviation agenda, a village-planning poverty alleviation plan is to bring all national policies for poverty reduction and development to the poor village. It has to take care of both the local needs and resources, capacity and markets in the locality.

A village-planning poverty alleviation differs from other development programs in that it must contain all the following features.

★ One county has a general plan targeting poor townships and poor villages directly.

★ The objectives, components, implementing measures and financial resources are clarified.

★ All components undergo unified procedures for assessment, evaluation and approval, with the approved components carried out by a yearly phase and receiving investment by installment.

★ The plan must place high emphasis on the needy groups and participation of local villagers.
Initiated by LGOP and MOF, and with strong support from the Bureau of Finance and other government agencies in Jiangxi, project implementation is overseen by Jiangxi Poverty Alleviation and Development Office (PADO), which entrusted the China Foundation for Poverty Alleviation (CFPA) to manage ¥8 million of government poverty alleviation funds. CFPA organized a rigorously competitive public bidding process, and Jiangxi PADO endorsed the review panel’s rankings for selection of several NGOs to carry out pilot test component activities in 16 poor villages chosen from three nationally-designated “key working counties for poverty alleviation and development” in Jiangxi. The project lasts from January 2006 to June 2008. ADB provided $1 million-funded by the United Kingdom (DFID) under the Poverty Reduction Cooperation Fund—including support for pilot test design, policy studies, capacity building, project monitoring and evaluation, and staffing and other overhead costs for selected NGOs. RGM International, a major Singapore-based enterprise, also provided about $80,000 for capacity building of selected NGOs.
试点项目实施框架
Pilot Project Implementation Framework

CFPA
- NGO能力建设
  - 参与式工具和理论
  - 规划和实施培训
  - 农民沟通方式、方法
  - 出国考察
- NGO capacity building
  - PRA theory and tools
  - Training of Village planning and implement
  - How to communicate with farmers
  - International study tour

NGO入村工作
Enter the project villages
- 招民动员
  - Mobilize villagers
- 协助村民制定村级规划并成立管理委员会
  - Assist the villagers to make village planning and to establish management committee
- 协助建立村民、村委会和管委会的工作机制
  - Assist to develop the working mechanism of villagers, the village committee and the management committee
- 协助实施项目规划
  - Assist to implement the project planning
- 项目资金管理
  - Management of project funds

与中标NGO签署工作协议
Sign the contract with NGO
- 落实项目资金
- 协调、管理
- 项目审批、验收
- 内部监测
- Get the project funds
- Coordination and Management
- Project checking and examining
- Internal monitoring

注: IDSS (International Development Support Services Pty Ltd)
由亚行通过招标公开选择确定的一家国际咨询公司。
An international consultant company selected by ADB through bidding.
2005年12月19日，LGOP、ADB、Jiangxi PADO和CFPA在人民大会堂举行NGO-Government Partnership in Village-planning Poverty Alleviation的开幕仪式。来自国家有关部委、地方政府、非政府组织、国际组织及双边政府援助机构的代表、专家学者、国内外媒体等150余人参加了此次启动仪式。

On the morning of December 19, 2005, LGOP, ADB, Jiangxi PADO, and CFPA held the opening ceremony in the Great Hall of the people for NGO-Government Partnership in Village-planning Poverty Alleviation. Present at the meeting were over 150 people, including representatives from the national and local governments, NGOs, international organizations and bilateral governmental assistance agencies, scholars and experts, and international journalists.
Senior officials, such as Wang Guoliang, Deputy Director of LGOP, Toru Shibuichi, ADB Country Director for the PRC, Lin Zechang, Deputy Division Director from MOF, Duan Yingbi, CFPA President, He Daofeng, Vice-President of CFPA, and Zhang Zhihao, Director of Jiangxi PADO, attended and addressed the meeting.
CFPA explained the procedures and requirements for NGO bidding on December 19, 2005.

One year later, the project announced its second-round bid invitation through CFPA’s website and project partners’ networks. To ensure transparency, fairness, and legitimacy of the bidding, CFPA and the project experts developed detailed Guidelines for Competitive Selection of NGOs. CFPA organized a proposal assessor panel chaired by Professor Kang Xiaoguang (Rural Development School of Renmin University of China), and including 16 members from Jiangxi and sub-provincial PADOs, international organizations, NGOs, local governments, universities and enterprises.

Mr. Liu Dongwen, Director of CFPA’s NGO Village-planning Project Office, explains procedures and requirements for NGO bidding.
### 评标委员名单

**Jurors of the CFPA Bid Evaluation Committee**

<table>
<thead>
<tr>
<th>姓名 Name</th>
<th>单位 Organization</th>
<th>职务/职称 Title</th>
<th>备注 Note</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kang Xiaoguang</td>
<td>Rural Development School of Renmin University of China</td>
<td>Professor</td>
<td>Chairman</td>
</tr>
<tr>
<td>Xu Yongguang</td>
<td>China Charity Federation</td>
<td>Vice president</td>
<td>Member</td>
</tr>
<tr>
<td>He Daofeng</td>
<td>China Foundation for Poverty Alleviation</td>
<td>Vice president</td>
<td>Member</td>
</tr>
<tr>
<td>Tang Min</td>
<td>ADB PRC Resident Mission</td>
<td>Deputy country director</td>
<td>Member</td>
</tr>
<tr>
<td>Li Xiaoyun</td>
<td>Faculty of Humanities &amp; Development, China Agricultural University</td>
<td>Dean &amp; professor</td>
<td>Member</td>
</tr>
<tr>
<td>Wang Xingzui</td>
<td>China Foundation for Poverty Alleviation</td>
<td>Executive Director</td>
<td>Member</td>
</tr>
<tr>
<td>Liu Dongwen</td>
<td>CFPA’s NGO Village-planning Project Office</td>
<td>Director</td>
<td>Member</td>
</tr>
<tr>
<td>Gu Xiaojing</td>
<td>China Foundation for Youth Development</td>
<td>Executive president</td>
<td>Member</td>
</tr>
<tr>
<td>Irene Bain</td>
<td>Ford Foundation</td>
<td>Project officer</td>
<td>Member</td>
</tr>
<tr>
<td>Wen Huili</td>
<td>Ganzhou City PADO</td>
<td>Head</td>
<td>Member</td>
</tr>
<tr>
<td>Shuai Geliu</td>
<td>Fuzhou City PADO</td>
<td>Head</td>
<td>Member</td>
</tr>
<tr>
<td>Gu Longhui</td>
<td>Xingguo County PADO</td>
<td>Head</td>
<td>Member</td>
</tr>
<tr>
<td>He Yuanmin</td>
<td>Le’an County PADO</td>
<td>Head</td>
<td>Member</td>
</tr>
<tr>
<td>Guo Chaoyan</td>
<td>Ningdu County PADO</td>
<td>Head</td>
<td>Member</td>
</tr>
<tr>
<td>Hu Yongshi</td>
<td>Beijing office of RGMI</td>
<td>Department director</td>
<td>Member</td>
</tr>
</tbody>
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2006 年 2 月 21 日，经过项目评审委员会紧张评审，确定了第一批中标的 NGO 名单并向外界公布。

After rigid screening, the first group of bid winners was publicly announced on February 21, 2006.

A press conference on bidding results included Wu Zhong (right), Director-General of the LGOP International Cooperation and Social Mobilization Department, and Tang Min (left), Alternate Resident Representative of the ADB Deputy Country Director.

At the press conference on bidding results, Kang Xiaoguang (right 2), chairman of the bid evaluation committee, announces selection of the six highest ranked NGOs.

### 第一批中标 NGO 名单

The first group of NGOs selected

<table>
<thead>
<tr>
<th>序号 No</th>
<th>机构名称</th>
<th>Organization</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>国际小母牛项目组织</td>
<td>Heifer International</td>
</tr>
<tr>
<td>2</td>
<td>宁夏扶贫与环境改造中心</td>
<td>Center for Environment and Poverty Alleviation, Ningxia</td>
</tr>
<tr>
<td>3</td>
<td>江西省山江湖可持续发展促进会</td>
<td>Promotion Association for MRL Regional Sustainable Development</td>
</tr>
<tr>
<td>4</td>
<td>江西省青少年发展基金会</td>
<td>Jiangxi Youth Development Foundation</td>
</tr>
<tr>
<td>5</td>
<td>陕西妇女理论婚家庭研究会</td>
<td>Shaanxi Research Association for Women and Family</td>
</tr>
<tr>
<td>6</td>
<td>中国国际民间组织促进会</td>
<td>China Association for NGO Cooperation</td>
</tr>
</tbody>
</table>
On January 19, 2007, CFPA organized a press conference in Beijing to announce the second group of NGOs selected after bid evaluation.

### 第二批中标 NGO 名单
The second group of NGOs selected

<table>
<thead>
<tr>
<th>序号</th>
<th>机构名称</th>
<th>Organization</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>宁夏扶贫与环境改造中心</td>
<td>Center for Environment and Poverty Alleviation, Ningxia</td>
</tr>
<tr>
<td>2</td>
<td>江西省山江湖可持续发展促进会</td>
<td>Promotion Association for MRL Regional Sustainable Development</td>
</tr>
<tr>
<td>3</td>
<td>北京梁家河乡村发展中心</td>
<td>LSM Rural Reconstruction Center</td>
</tr>
<tr>
<td>4</td>
<td>昆明思得端自然资源可持续发展研究院</td>
<td>Kunming EarthWatch Institute For Sustainable Development of Natural Resources</td>
</tr>
<tr>
<td>5</td>
<td>宁都县社区扶贫研究会</td>
<td>Research Association for Community-based Poverty Reduction of Ningdu</td>
</tr>
</tbody>
</table>

中国扶贫基金会秘书长王行最在2007年1月19日召开的中期政策论坛上介绍了项目情况及第二批 NGO 招标的过程。

Wang Xingzui, executive director of CFPA, introduces the project and the process of NGO bid invitation at the midterm policy forum.

07年1月19日召开的中期政策论坛上江西省扶贫办主任张志亮先生和亚洲开发银行社会发展经济学家（项目官员）宋思平博士签署了确认第二批中标 NGO 名单。

At the midterm policy forum held on 19 January 2007, Jiangxi PADO Director Zhang Zhihao and ADB Social Sector Economist and project officer Chris Spohr signed a document to confirm the second group of NGOs selected.
在NGO进行规划制定与实施的过程中，中国扶贫基金会联合IDSS，多次对其进行能力建设培训，同时还邀请一些外部专家对NGO进行培训，组织NGO之间交流经验等等。培训除采取小组讨论、讲座等方法外，还采取实地教学、考察、参观第一批NGO实施的项目点等方式，均取得了很好的效果。

IDSS专家王德海教授在为大家讲解参与式扶贫概论
Professor Wang Dehai, an IDSS expert, introduces participatory poverty alleviation.

2006年7月12日，中国扶贫基金会组织NGO之间进行经验交流
CFPA organized NGOs to share their experiences with each other.
While NGOs were making and implementing their village-level poverty alleviation plans, the CFPA, with the help of IDSS, invited experts to train the selected NGOs in capacity building and facilitate communication and experience sharing. Efficacy of the programs benefited from use of flexible methods such as workshops, lectures, hands-on field activities, and visits to the projects, all these training programs produced good results.
To help team members understand and learn from each other, the project conducted various activities to build their capacity.
Thanks to NGO’s grass-root nature and its flexibility, NGO wins villagers’ trust and work with the villagers well. However, NGO cannot do everything. NGO must cooperate closely with local government, mobilize the villagers’ positivity and explode their potentials. Just like the lubricant, NGO provide TA assistant and coordination during making and implanting the village plan, aims to realize the tri-win situation among government, NGO and the society, and to eventually accelerate the harmony development of the whole society.

1. Mobilizing the villagers

2. Long time no such a kind of meeting, analysis the reasons of poverty, and then selected the projects together.
During the making of the village plan, we must empower the farmers and attract their involvement, and give special focus on poor women’s participation; During implementing the plan, we must help village committee, project management committee and the villages build up cooperation mechanism under government’s supports and coordination, so as to help the villagers implement the projects successfully.

1. NGO enter the project villages
2. Meet and discuss how to establish the project management committee
3. Public the selected projects
4. Meet and discuss how to establish the project management committee
5. Villager voluntarily put labor in improving the drinking water system
6. Relevant government units’ participation is necessarily
7. CFPA’s monitoring and training is very important.

在制定规划时，要赋权给农民，让农民广泛参与，尤其要关注贫困妇女的参与；在项目的实施过程中，要在政府部门的大力支持和配合下，NGO 要帮助建立村委会、项目管委会和村民的协作机制，并协助村民完成项目实施。
实施效果 Project Impact

项目实施一年来，在项目县扶贫办及县政府相关部门的大力支持下，NGO辛勤努力，村民积极响应下，成效已经初步显现出来。从一些小项目的完成效果和农户村民的反应来看，确实尊重和体现了村民的广泛参与，大大调动了农民的主观能动性。

With the strong support of project counties' poverty alleviation offices and other relevant government units, the hard work of Phase 1 NGOs and villagers is beginning to bear fruit after one year’s project implementation. The completion of some elements of the village projects and the views expressed by villagers showed that the projects not only respected and greatly involved villagers' participation, but also mobilized many farmers' to take initiative in supportive ways.

项目开展以来，宁都县东风村村民自发组织，筹集资金修建水渠，激发了村民地主观能动性
Pictures of an aqueduct in Dongfeng Village of Ningdu County that was voluntarily funded and built by the villagers in parallel with state-funded elements.

利用项目资金打的一口水井，纯净的水流出来了，
A local woman smiles as she watches clean water flow from a project-funded well.

江西省宁都县东风村项目实施前村民的生活和饮用水源
Scene of a pool constructed to provide villagers in Dongfeng Village of Ningdu County water for drinking and other uses.
On January 19, 2007, CFPA organized a midterm policy forum in Beijing. Over 120 people from MOF, LGOP, local governments, NGOs, international organizations, bilateral governmental assistance agencies, pilot project villages, universities and research institutes came to the forum.

1. NGO representatives share their perspective on project implementation.

2. Representatives from international organizations share their views on Chinese policies for NGOs.

3. People at the meeting are giving their ideas about NGO-government partnership in poverty reduction.

4. People at the meeting are writing their own proposals for NGO-government partnership in capacity building.
Senior officials who attended and addressed the forum included LGOP Deputy President Gao Hongbin, ADB Vice President Lawrence C. Greenwood, MOF International Department Deputy Director-General Ju Kuilin, Chief DFID Representative in China Adrian Davis, CFPA President Duan Yingbi, Jiangxi PADO Director Zhang Zhihao, and RGM China Office President Huang Jinping.

1. 财政部国际司副司长巨奎林
   Ju Kuilin, deputy director of MOF’s International Department

2. 新加坡金鹰国际集团中国区总裁黄进平
   Huang Jinping, president of RGM China
Since its launch on December 19, 2005, the project has attracted wide attention from society and the media. Over 30 media, including the CCTV, the People’s Daily, the Nanfang Daily, the Beijing News, and the Los Angeles Times, published numerous reports on it. Reuters News Agency sent a reporter to the project area to learn about project implementation and talk with local villagers. The Sohu website invited Vice President He Daofeng and Professor Kang Xiaoguang to present the growth of NGOs in China.

2007年3月,路透社记者Jason去乐安县金竹乡金竹村入户详细了解妇女参与项目的情况

In March 2007, Jason Subler, a Reuter’s journalist, came to Jinzhu Village (Jinzhu Township in Le’an County). Mr. Subler entered households to learn about women’s participation in the project.

Seeing a foreign guest in the village for the first time, the villagers act naturally.

2. China Daily 《NGOs to Get State Funds to Help the Poor》 21 Dec, 2005

3. Beijing Youth Daily 《NGOs to Implement State-funded Poverty Alleviation》 21 Dec, 2005

4. Beijing News 《NGOs to Get State Funds》 21 Dec, 2005

5. China Newsweek 《China’s NGO：Linking Hands with Government to Alleviate Poverty》

6. Reuter’s 《China cautiously enlists NGO help in poverty fight》 (2007年3月21日)

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The project has also attracted attention in national and international policy circles. It is feeding into small-scale ADB support to the Ministry of Civil Affairs on assessing international models of government outsourcing of public services to NGOs, and will be presented by the ADB project officer, Chris Spohr, at an upcoming United States Department of State forum. It will also be a centerpiece of an upcoming visit by representatives of ADB, LGOP, and CFPA to Mongolia, which focuses on ADB-NGO-Government cooperation and exploring cross-border cooperation in poverty reduction and related areas.
The work of the Asian Development Bank (ADB) is aimed at improving the welfare of the people in Asia and the Pacific, particularly the 1.9 billion who live on less than $2 a day. Despite many success stories, Asia and the Pacific remains home to two thirds of the world’s poor. ADB is a multilateral development finance institution owned by 67 members, 48 from the region and 19 from other parts of the globe. ADB’s vision is a region free of poverty. Its mission is to help its developing member countries reduce poverty and improve the quality of life of their citizens.

ADB’s main instruments are policy dialogue, loans, technical assistance, grants, guarantees, and equity investments. ADB’s annual lending volume is typically about $6 billion, with technical assistance usually totaling about $180 million a year.

The People’s Republic of China (PRC) joined ADB in 1986. It is currently ADB’s third largest shareholder and one of the largest borrowers. ADB’s operations in the PRC are designed to help promote equitable and inclusive growth, make markets work better, improve the environment and promote regional cooperation. Recently, ADB shifted two third of its operations to the central and western regions in the PRC. In 2006, ADB approved ten loans to the PRC amounting to nearly $1.52 billion. Cumulative lending to the PRC by end 2006 reached $17.7 billion.

ADB is headquartered in Manila, Philippines. It has 26 other offices around the world. The organization has more than 2,000 staff members from over 50 countries. ADB’s Resident Mission in China was established in June 2000 in Beijing.
Established in 1967, RGM International (RGMI) is a multinational group of companies operating in the resources development arena. For the past 4 decades, the Group has been committed to running a sustainable business that is beneficial to the people and the country in which it operates. RGMI is active in community development and collaborates with international and local NGOs to implement poverty alleviation initiatives that promote economic progress and create opportunities for the local people. From its inception, the Group’s China operations have contributed more than RMB170 million to a variety of charitable causes throughout the country. In the beginning of 2006, RGMI came to know about the joint project between the State Council Leading Group Office of Poverty Alleviation and Reduction, the Asian Development Bank and the China Foundation for Poverty Alleviation which is aimed at reducing poverty in villages. The company decided to contribute RMB 658,000 to help the successful implementation of the project and also in the capacity building of the NGOs.

Asia Pacific Resources International Holdings Limited (also known as APRIL), a member of the RGMI group, is a leading global producer of fiber, pulp and paper. The company owns and operated one of the world’s largest integrated pulp and paper mills in the world and has extensive fiber plantations in Riau, Indonesia. The company is committed to sustainable business practices, ensuring that commercial, environmental and social imperatives co-exist. To make a positive impact on the poverty situation in Riau, APRIL has implemented a range of community development programs that include the Integrated Farming System, Community Fiber Farms, support for Small and Medium enterprises, vocational training and educational support. APRIL’s Community Fiber Farms program was judged as the runner-up in the Asian CSR Awards in the Philippines in 2005. As a signatory to the United Nations Global Compact, APRIL continuously seeks to partner with international and local NGOs to promote an economically thriving and self-reliant community.