

The Newsletter of the International NGO Training and Research Centre

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viewpoint Culture, Context and NGOs

In many ways, the world is shrinking. Rapid advances in technology and transport systems have accelerated communication, created global networks and enhanced organisational relations across borders. Nevertheless, in development circles – as in society generally – cultural differences remain profound. Cultural identity is a powerful force, and it could be argued that increased cross-cultural contact also creates increased cross-cultural misunderstandings. The previous issue of on*trac* explored partnerships between NGOs, particularly the nature of relationships between NGOs in the 'North' and 'South'. This edition of on*trac* builds on the theme of NGO relationships by looking at how different cultures and contexts influence and shape NGOs.

Development NGOs work in complex cross-cultural settings. The fact that development aid has historically been based on the transfer of resources from 'developed' to 'developing' countries has made cross-cultural relations central to the way in which NGOs operate. Northern and Southern NGOs come from distinctive cultural starting points. This creates huge demands on NGO staff in terms of their ability to be adaptable and communicate across cultural and linguistic barriers. However, cross-cultural relations are by no means confined to relationships between NGOs in different countries. For example, local NGOs also

relate to communities and community-based organisations at the grassroots level whose context may be significantly different. For NGO staff, this can mean performing in different 'cultural suits' as they relate to a variety of actors from Northern NGOs, donors and government authorities to local communities. The context in which an NGO works has a strong influence on the way the organisation develops. Social, political and economic influences affect both the way in which an individual NGO works and, more generally, how the NGO sector develops over time in particular places. Context is an important factor in shaping how an NGO relates to the outside world as well as its internal organisational culture.

This edition of ontrac identifies some of the dilemmas and complexities which NGOs face in various contexts. It brings together snapshots of situations from around the world, including three guest contributions, to illustrate the theme. Charles Kazibwe outlines the potential for misunderstandings in North-South NGO partnerships, drawing on experiences from the African context. Zung Le, who has been on a work placement at INTRAC, highlights the particular problems of leadership development facing the young Vietnamese NGO sector. In 'Capacity Building News', Chiku Malunga of the NGO Support Organisation CABUNGO writes about the context of Malawian NGOs. In addition, Liz Goold looks at the nature of organisational culture within NGOs and Jon Taylor draws out the ways in which urban NGOs have developed historically in different cities. Not only do these articles illustrate the diversity of contexts in which NGOs operate, but they also emphasise the importance of understanding those contexts. Assumptions about NGOs are not necessarily transferable from one place to another, and misunderstandings are often rooted in cultural differences. The articles show the need for development interventions to be based on a deep understanding of the local context and of the culture of the organisation itself. Written by Vicky Brehm

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NGO Support Organisations and Contextual Change

Organisations which specialise in providing support services to NGOs (NGO Support Organisations or NGOSOs) face a number of interesting challenges as a result of the rapidly changing context in which they are working. Key strategic choices about the nature and scope of this support role are constantly being made, as the demands for such a service reflect the increasingly complex and volatile environment within which humanitarian and development organisations are operating across the world.

Contextual changes are occurring at all levels, from the global to the community. Much of the work of the Support Organisation is to facilitate a process whereby the NGO can identify and interpret those changes in order to make strategic choices about how best to respond. To illustrate, a few examples of current contextual change are given below.

- The relative stabilisation of a previously conflict-ridden environment: this may challenge a humanitarian aid organisation to re-assess its role.
- A new NGO sector emerging within a context of transition from heavily repressive to more open style government (or vice versa): this presents a whole new set of challenges.
- Changes in models of service provision: in some contexts NGOs are moving away from a service provision role into more of an advocacy role, whereas in other parts of the globe the complete opposite is taking place.
- Increased interest on the part of official bodies in dialogue with the NGO sector: this requires increased capacity for effective policy research and formulation, and for developing clear advocacy strategies.

As organisations dedicated to the strengthening of the capacities of NGOs world-wide, NGOSOs face the challenge of designing learning processes which develop the ability of the NGO to interpret the context, analyse the trends, decipher the strategies of key players and make informed choices about how best to respond. For this to be done effectively, that is, for these organisations to become effectively context responsive, 'off- the-shelf' planning formulae or models will not be sufficient.

Written by Brenda Lipson

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NGOs and the Private Sector: the Next Phase

With the publication last month of *NGOs Engaging With Business: A World of Difference and a Difference to the World*, INTRAC completed its substantial research into emerging global relations between NGOs and the private sector.¹ The book systematised the benefits and drawbacks of engaging. It analysed the engagement processes of advocacy and direct action in areas such as corporate citizenship and codes of conduct, sustainability and human rights, and it collated the lessons of engagement. It found that NGO engagement of business is a far more serious affair for both sides than the frothy buzzwords of 'partnership' and 'win-win' suggest. There are contradictory forces at work: relations can be exciting and potentially rewarding yet also fraught with dangerous and threatening internal and external implications for stakeholders.

Research with outputs and impact is key. INTRAC has been able to bring provocative perspectives and counter-intuitive findings into the public sphere. This initial research is now complete so INTRAC is now scheduling several creative ways to disseminate and apply the findings:

- INTRAC is ready for *consultations* in this area, both for NGOs seeking an evaluation of their corporate relations or a company seeking a 'fit' with an NGO partner;
- Whilst conducting seminars and conference panels to get people 'up to speed' in Canada, Ireland, Italy, Russia and UK, INTRAC is also developing training courses tailored to individual and organisational needs spread over 1 to 3 days; and,
- INTRAC will consider *targeted research* to conduct further studies through its international network of researchers.

For further information, contact <u>Simon Heap</u> References

¹ S. Heap, *NGOs Engaging With Business: A World of Difference and a Difference to the World.* NGOMPS No. 11, July 2000, 309 pages, ISBN 1-897748-53-1, INTRAC. (£15.95 plus postage). **For orders email <u>Carolyn Blaxall</u>**

The Leadership and Management of NGOs in Vietnam

International non-governmental organisations (INGOs) started working in Vietnam in the late 1980s. In order to achieve their goal of **sustainable** development, many INGOs chose the strategy of building the capacity of local staff. This included developing Vietnamese managers for their representative offices. In spite of a clearly defined strategy and much effort over the past ten years, so far there has not been much success. Why has the process of 'Vietnamising' the management of INGO offices not progressed as expected?

The first reason is the high expectations of Vietnamese managers on the part of the existing expatriate managers and local staff in the INGO offices. The cultural root of Confucianism and the historical factor of centralisation from the 1960s to 1980s have created a concept of leadership in Vietnam which is directive and controloriented. The democratic and development-oriented dimensions have been added on to this traditional concept of leadership by the expatriate managers, who came to initiate the NGO sector in the country. As a result, there is a tendency for INGO offices in Vietnam to become **dual culture organisations**. The local staff generally appreciate Western leadership styles which give them more opportunities to make decisions relating to their projects and organisations. However, in some situations they may feel under-led by the Western democratic leaders. This dual

culture has critical implications for the process of developing Vietnamese managers as they are expected to be 'good-for-all-situations managers'. In other words, they need to be democratic and development-oriented as well as directive and father-like.

The second reason is the over-simplification of the process of developing Vietnamese managers. So far, the INGOs have only focused on 'What sort of people do we <u>want</u>?' They choose a recruitment process of advertising, interviewing and making a decision. In most cases, they forget to ask: 'What are our own situations? Do we <u>need</u> an all-round leader or someone with specific strengths for the current situation?' Another question that the INGOs forget to ask is: 'Can the labour market provide the people we want or need?' There are at least two options for the NGOs: they can either 'buy' or 'grow' Vietnamese managers. So far, most of them have taken the 'buy' option without much consideration as to whether what they want is available in the market.

The NGOs need to be more realistic in their expectations of Vietnamese managers and read both the situations of the candidates and their own situations to establish a management development strategy, rather than an ordinary recruitment process. Furthermore, it is important for local staff to see themselves as potential future NGO managers and to be able to develop accordingly.

Written by Zung Le, NGO Training Project, Vietnam

Email: learning@netnam.org.vn

This is a summary of a longer article on the subject of leadership and the process of developing local management for INGOs in Vietnam.

References

Berling, A.J. (1996) 'Confucianism', Asia Society, Vol. II, No. 1

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Portuguese ONTRAC

INTRAC is pleased to announce the launch of on*trac* Português. This is the first in a planned series of language editions of on*trac*.

To subscribe, please contact Vicky Brehm

capacity building news

Welcome to Capacity Building News No. 6. In this issue, Chiku Malunga of CABUNGO reflects on the contribution which organisation development is

making to the development of Malawi's NGO sector. Liz Goold writes about her expereinces of working with NGOs on organisational culture and change.

The Role of Organisation Development in Malawi

This article discusses the role that organisation development (OD) can or should have in Malawi's overall development. It assesses the emergence and performance of the NGO sector and highlights the challenges facing NGOs. Lastly, it looks at the role of OD in addressing those challenges.

NGOs in Malawi

The NGO sector started in response to the refugee crisis as the civil war in Mozambique worsened in the 1980s, and the original Malawian NGOs were involved in relief. When the war ended in 1992 and refugees were repatriated, NGOs were faced with the choice of closing or changing focus. Many NGOs chose to be involved in the rehabilitation of areas formerly inhabited by the refugees and which had been environmentally degraded.

There are now an estimated 300 NGOs in Malawi, though the NGO sector is very young. A number of challenges constrain their effectiveness. Amongst these are:

- Lack of clear vision and mission: difficulties in evaluating work effectively.
- Project implementation focus: lack of policy research and advocacy; short-term perspective.
- Lack of clear systems and procedures, particularly concerning finances and personnel.
- Weak linkages and collaboration.
- Power and fear in organisations.

The Role of OD

OD as an approach is proving to be effective in addressing these problems. Much of CABUNGO's work with NGOs has concentrated on vision and mission and on strategic planning and reviews. Helping NGOs to formulate policies and procedures and to clarify roles and structures has also been important. When an organisation is strong internally, its impact will be greater and its linkages with other NGOs will also become more productive.

Development efforts often fail because people are indifferent to the development practitioners. The problem often lies with the practitioner's culture. OD seeks to change the organisation's culture and therefore that of the development practitioners, changing how they relate to community members. For example, it is impossible to talk about participatory development in the community if the culture of the organisation is not participatory.

OD helps NGOs to base their missions and vision on their capacity and the demands of the environment. When they are stronger and have stronger linkages

with donors, other NGOs, the government, the private sector and the universities, the combined force and impact of NGOs will be greater. Furthermore, if roles, procedures, policies and systems are clear, NGOs will have highly motivated staff and this will reduce the problem of high staff turnover.

Conclusion

The shrinking role of the government as implementer of development projects is making the work of NGOs increasingly important, both in project implementation and in policy matters. NGOs in Malawi are faced with a number of challenges, and OD is proving to be an effective approach to addressing them. By strengthening the organisations from inside out, individual NGOs' impacts are increased and at the same time their relationships with other stakeholders are strengthened. This leads to a stronger civil society, thereby contributing to the development process of the country.

Written by Chiku Malunga, CABUNGO Malawi

This article is adapted from a longer article in ODdebate, published by Olive (Organisation Development and Training), South Africa. A non-profit development organisation, Olive currently produces and publishes a comprehensive range of publications covering various aspects of organisation development, management and change. Three of these publications – 'ODdebate', 'Ideas for a Change' and the 'Working Papers Series' – are available as part of the Olive Subscription Service (OSS). For subscription details, please contact:

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Reflections on Organisational Culture and Change

Working for INTRAC over the last 6 years has provided me with many opportunities to explore issues related to organisational culture and change, both in my consultancy work and through being part of a young and growing organisation. Given the complexity of the subject, this article will simply highlight some insights and lessons from my work. Along with its context, an organisation's culture is a potent and often under-estimated force and needs to be understood and worked with if authentic and lasting organisational change is to take place.

Understanding an Organisation's Culture

An organisation's culture can be seen as the pattern of shared values and assumptions that exist within it. It is also invariably bound up with larger cultural and political processes exisiting within its wider envionment. Within the development sector, this would include the cross-cultural relationships that exist between Northern donors and Southern/Eastern NGOs.

Trying to understand organisational culture can be extremely difficult. Schein¹ approaches it from three different levels:

- On the surface: what we see, hear or feel but what is often hard to understand (artifacts); for example, language, dress, office layout, rituals.
- **Stated values and beliefs**: what the organisation cares about, norms of behaviour, what it states publicly.
- **Basic underlying assumptions**: often invisible, unconscious and taken-for granted beliefs.

Each level informs and influences the other but for Schein, the essence of culture lies in the pattern of basic underlying assumptions, as these really drive organisational behaviour and if ignored, can lead to superficial change. Once these are understood, it is easier to understand the surface levels and to work with them. By their very nature, underlying assumptions are hard to describe because they are often unconscious. Identifying discrepancies between what an organisation states and what it actually does can be a key to unlocking underlying assumptions. Using metaphors, pictures or proverbs can also help. For example, someone recently described their organisation as a spider in a web. Another drew a fancy computer with all the up-to-date software but with no 'on' button. The Yoruba proverb 'You cannot shave a person's head when he or she is not there,' (Aki in fari Olori Leyin re) was used recently in Nigeria. Proverbs, like cultural symbols can have many different interpretations; in this particular NGO, it was used to illustrate the central role that the leader played in the life of the organisation. Without the leader's ownership of the changes needed, nothing would happen. Open-ended questions can also open up a deeper discussion about underlying assumptions. Here are some examples of questions which can be used:

- Which events are celebrated in this organisation?
- What is the biggest mistake you could make here?
- What are some of the critical incidents that have provoked an emotional response from the leader?
- What values are modelled through the behaviour of the leadership?
- What behaviour leads to 'excommunication' in this organisation?
- What kind of people are most likely to be recruited to or advance in this organisation?
- What behaviour is rewarded, noticed or valued by the leadership?

These questions point to mechanisms that founders and leaders often use, be it consciously or unconsciously, to embed their own assumptions into the ongoing daily life of an organisation. Indeed, leadership plays a vital role in the shaping and changing of organisational culture and the cultural values surrounding issues of power are key to any organisational change.

Organisational Change

Organisational culture can inhibit or facilitate organisational change. Cultures do not change easily because organisations are unlikely to let go of ways that have made them successful in the past. This raises challenges that are core to OD practice:

- How to work with the culture whilst not being seduced by it;
- sensing when and how to surface underlying assumptions whilst dealing with any anxiety that may arise.

A guiding principle that I have found useful is only to go as deep as the organisation has the capacity and willingness to change (Harrison 1995). All these challenges have taught me the importance of personal awareness in OD work and the need for continuous self-reflection on practice and learning.

In seeking lasting change within your own or another organisation, it is essential to consider the organisational culture, as well as the wider changing context. Indeed, this has significant implications for the way a lot of capacity-building work is presently carried out.

Written by Liz Goold

References

¹Schein, E. (1992) Organisational Culture and Leadership, Jossey Bass, San Francisco

Harrison, R. (1995) *Collected Papers of Roger Harrison*, McGraw Hill, London

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******** end of capacity building news *********

The Developing NGO Sector in Kazakstan

Then Kazakstan became independent in 1991, the subsidies from Moscow came to an abrupt end. Growing unemployment, the erosion of services and delays in payment of wages have all contributed to the emergence of an NGO sector. The sector is developing during a period of transition from a centralised, planned state to an unstable political environment.

Although dynamic, the NGO sector in Kazakstan is still greatly influenced by Soviet culture and thinking. Reliance on personal networks remains a factor within this culture. For example, the sector is dominated by the older generation of

academics and scientists, mostly women, who previously held high positions within the public sector. These NGO leaders, who are also civil servants, face the challenge of influencing government policy in a way which is positive for the sector. The process of change is taking place slowly.

Within this environment, NGOs are seeking to bring about positive change by acting either as a buffer against government whim or as a channel for popular opinion. To legitimise this role they need to:

- 1. **Improve the lives and well-being of their target communities.** Social welfare was previously the responsibility of the state. Although NGOs are active, change is very slow. Cultural remnants of passivity and dependency still remain within the sector as well as within the population as a whole.
- 2. **Involve their stakeholders in setting policy.** NGOs are struggling to move away from a top-down culture to a more decentralised management style. Information hoarding is still prevalent, preventing the active involvement of stakeholders in policy formulation. The challenge is to develop participatory mechanisms which reflect the needs of stakeholders at all levels.
- 3. Actively seek to have a sustainable impact. Despite the challenges posed by the increasingly authoritarian political system, INTRAC has been encouraging NGOs to develop dialogue with government. Political transition has revealed that the government is facing difficulties in balancing power. In addition, NGOs are still largely unknown to the majority of Kazakstani citizens and the sector as a whole is still experiencing considerable 'growing pains'.

Written by Salima Padamsey, Community Development Adviser, INTRAC For further information about the Central Asia Programme, please contact Anne Garbutt.

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The Evolution of Urban NGOs in Five Cities

The key theme emerging from INTRAC's urban research – 'NGOs In The City' – is that the history of an NGO is central to understanding its organisational form. The term 'history' is used to mean the processes by which culture, politics and society influence organisational characteristics over time. As a study of the urban NGO sector in Addis Ababa, Ahmedabad, Dhaka, Johannesburg and Lima, 'NGOs In The City' identifies these particular organisational characteristics and analyses issues related to the NGOs' internal resources and institutional relationships. For example, Addis Ababa and Dhaka contain some of the largest NGOs surveyed in terms of staff numbers and funding. This reflects the inadequacy of state service

provision in these cities and the high levels of international donor funding received by NGOs.

The influence of individual leaders upon NGO performance is also revealing. 'NGOs In The City' highlights the case of Lima, where an unstable political environment has necessitated guidance by a strong, ideologically committed – often female – leadership. This compares with Dhaka where charismatic male leaders have traditionally steered the strategies of NGOs.

The study highlighted the different historical patterns of NGO relationships, reflecting the fact that the beneficiary groups targeted by urban NGOs vary according to the different economic and political causes of poverty within each city. For instance, in Johannesburg the legacy of apartheid has forced NGOs to work closely with existing black community groups. In contrast, NGOs in Addis Ababa have tended to focus on street children. In Addis Ababa, the weakness of the municipal authorities requires NGOs to form close partnerships (the term 'partnership' is used to describe the relationship as described by the NGOs themselves) in order to advocate policy changes on a city-wide scale.

The 'quality' of NGO leadership, management and political alliances is largely context-specific, making comparative assessments difficult. However, it is clear that a historical analysis of NGOs can be very useful in understanding the type of organisation that a particular NGO has become.

For further information, please contact <u>Jon Taylor</u> or visit the 'NGOs In The City' presentation at the <u>Urban Development Forum</u>

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NGO Partnerships: the Experience from Africa

This article explores some of the issues affecting partnership between Northern and Southern NGOs in Africa. For the purposes of this article, partnership refers to 'authentic partnership' based on trust and commitment, shared beliefs, values and culture and accepted standards of legitimacy, transparency and accountability, as defined by Alan Fowler (1997).

Comparative Advantages

1. Northern NGOs

Most major donors are based in the North, and Northern NGOs are in a unique position to interact with them. They share the same cultural backgrounds and so the donors feel more at ease with them. Furthermore, most Northern NGOs have the latest IT equipment and facilities. They can afford to recruit the best local staff and to maintain a high profile. They recognise the importance of accountability to donors and have relevant mechanisms in place. Accountability is taken seriously: this is facilitated by their social background.

2. Southern NGOs

Since most local NGOs in Africa are run by local people, they have the benefit of local knowledge. They understand the culture and norms of the people they are working with and also the socio-political context. Their programme and salary costs are comparatively low. A further advantage is that in times of emergencies, unlike expatriate staff who are evacuated, local NGO staff remain within the communities, sharing and suffering together.

Barriers to Genuine Partnership

Given the comparative advantage of these two groups of NGOs, the potential benefits of 'authentic' partnership are immense in terms of institutional sustainability, using scarce resources efficiently, improving participation and building local capacity. However, relationships between Northern and local NGOs in Africa are often characterised by tensions and uncomfortable compromises. General factors contributing to this include the absence of internationally agreed guidelines for partnership; power imbalances between 'funder' and 'recipient'; local NGOs' limited resources; a lack of transparency and self criticism; and stereotypical views of Africa.

Accountability is a key issue. 'The North' and Africa have distinct cultural backgrounds and values. Over the years, the North has developed a culture of good governance and accountability; the lines between what is official and what is private are clear and learnt from an early age. For Africa, these are new concepts. We grow up in an environment of severe deprivation and so we believe in sharing. For example, if I am allocated an official car, it has to run errands for the whole village. Similarly, government officials pressurise local NGOs, asking for favours such as finding jobs for relatives. Refusing to help can create real problems for the NGO. This makes accountability extremely messy; either the NGO 'misuses' facilities and funds to remain a true member of the community, or the NGO chooses to do a good job in terms of the Northern NGO partner and risks being ostracised by the people.

Some Suggestions for Effective Partnership

Effective partnership between Northern and local NGOs in Africa can only be achieved in an environment of mutual respect, trust, shared governance, dialogue and learning. This involves dealing with prejudices and changing behaviour. Both parties need to ensure that their partnership is guided by a clear and shared vision, with clarity about their roles, rights and responsibilities. This can be achieved through a mutually agreed Memorandum of Understanding. Time, effort and resources need to be invested in building personal relationships and trust, negotiating strategies and procedures and sharing experiences and concerns (Hailey 1999).

Written by **Charles Kazibwe**

This contribution is based on a presentation given at the NGO Sector Analysis Research Group meeting in May 2000. Charles Kazibwe, a Ugandan who is currently studying for an MSc in Management of NGOs, writes from his experience of working with NGOs in Uganda, Sierra Leone and Liberia since 1986.

References

Fowler, A. (1997) *Striking a Balance: A Guide to Enhancing the Effectiveness of NGOs*, Earthscan, London.

Hailey, J. (1999) *Managing Public – Private Partnerships for Public Services: An International Perspective*, unpublished.

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***** New Publications *****

THE MONITORING AND EVALUATION OF EMPOWERMENT

A Resource Document

Peter Oakley and Andrew Clayton

July 2000, 69 pages, ISBN 1-897748-58-2, £7.95 plus postage.

This resource document was originally written as a background paper for a series of five regional and international workshops on the evaluation of social development. The document forms a general introduction, for development practitioners, to the complex issue of the monitoring and evaluation of empowerment. It reviews the approaches to empowerment and sets out the key methods and instruments for its evaluation.

The document begins with a discussion of the concept of empowerment and provides an overview of the various approaches to its study. Three case studies of NGO projects concerned with empowerment are then presented. The following chapter sets out some basic guidelines for monitoring and evaluating social development. The final section outlines a practical exercise on the monitoring and evaluation of empowerment, based upon the case studies.

Forthcoming Publication

POWER AND PARTNERSHIP? Experiences of NGO Capacity Building Edited by Rick James, NGOMPS No. 12, forthcoming 2000, ISBN 1-897748-59-0 For further information about INTRAC's publications, please contact Carolyn Blaxall.

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INTRAC Open Training Programme

INTRAC Short Courses 2000

Planning, Programming and Research with Children 2 - 6 October Organisation Development and Change 6 - 10 November

INTRAC Open Training Programme 2001 is currently being planned, and leaflets will be sent out later this year. We will be offering:

- one-week courses in Oxford:
- a new programme of one-day Programme Officers' Workshops in London in February and March;
- a brand new series of two- and three-day workshops.

In addition, INTRAC will be offering a **Seminar Series in Europe** (Dublin, The Hague, Copenhagen and Oslo) in association with local host NGOs. Details will be posted on our website in October.

For details about the remaining courses this year, and next year's programme, please contact <u>Susan Owen</u>.

INTRAC People

Congratulations to Carolyn Lawrence, our Administrator/PA to the Executive Director, who got married on 24 June. She returned from her honeymoon in America with a new name, Mrs. Carolyn Blaxall.

Andrew Clayton has left his Senior Researcher position after six years with INTRAC to work with Christian Aid as Policy Advisor (Asia). Andy's work to develop INTRAC's research on civil society included the international conference on Civil Society and NGOs, and the resulting publication. He has made a valuable contribution to INTRAC's Research Department.

Varihi Scott has taken a new post with Plan International after nearly two years as our Information Manager. Varihi was responsible for the development and maintenance of the library and information services. She also worked extremely hard in designing and setting up INTRAC's website.

Senior Trainer/Consultant Liz Goold leaves in September to become a freelance consultant, but will continue with INTRAC as part of our Associate base. Liz started in April 1994, and has greatly strengthened our organisation development and training work, as well as developing strong linkages with church-related agencies and NGO support organisations such as CORAT Africa and CDRA. INTRAC wishes them all every happiness for the future.

Written by Susan Owen

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