

**REPORT OF THE
STUDY OF PARTNERSHIP AND ORGANIZATIONAL STRENGTHENING**

January 1995

Evaluation Plan, 1992-97

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Prepared by:

**Sulley Gariba
Yusuf Kassam
Louise Thibault**

G.A.S. Development Associates Ltd., Accra, Ghana

and

E.T. Jackson and Associates Ltd., Ottawa, Canada

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ABBREVIATIONS

ACORD	Association de Coopération et de Recherche pour le Développement
AMR	Association of Rural Women
BFL	Backing the Frontline
CANAMCO	Canada-Namibia Cooperation
CCFC	Christian Children's Fund of Canada
COCAMO	Cooperation Canada-Mozambique
CRUS	Comité Régional des Unions du Sahel
CSI	Carrefour Solidarité Internationale
FEME-ODE	Fédération des Eglises et Missions Evangéliques de Burkina Faso - Office of Development
KARIBU	Adult Education and Community Development Association
NNDC	Nampula NGO Development Centre
OCCZIM	Organization of Collective Cooperatives of Zimbabwe
ORAP	Organization of Rural Associations for Progress
PAC	Partnership Africa Canada
SACOD	Southern Africa Communications for Development
SCC	Save the Children - Canada
SHF	Steelworkers Humanity Fund
SINTIAB	National Food and Beverage Industry Workers Union
SUCO	Services Universitaires Canadien Outre mer
UGCAN	General Union of Agricultural Cooperatives of Nampula
UGVA	Union Des Groupments Villageois D'Arribinda
VTM	Vidéo Tiers Monde

EXECUTIVE SUMMARY

This study on the theme of partnership and organizational strengthening examined a sample of ten partnerships between Canadian and African NGOs in Southern Africa and the Sahel during April and May, 1994. Within this set of ten partnerships some of which consisted of NGO coalitions and groupings, representatives of a total number of 14 African NGOs and 10 Canadian NGOs were interviewed by the consultants. The 1989 PAC study, "Partnership : Matching Rhetoric to Reality", was used as the point of departure for the present study which focuses on the operational aspects of partnerships and organizational strengthening and analyses the patterns, impacts and dynamics of partnerships.

Based on the sample of relationships examined in this study, it became evident that in a large majority of cases, partnerships have been operating on the basis of many of the key principles of partnership and have been engaged in many diverse activities. Furthermore, the study showed that most partnerships have contributed substantially to the strengthening of the institutional and organizational capacities of the African partners. There is ample evidence to conclude that within certain constraints and limitations, the notion and principles of partnership in the majority of the cases examined have significantly transcended the rhetoric of the 1980s.

This study has revealed that there are different models and levels of partnership. The configuration and dynamics of each partnership are determined by many factors and elements that include: compatibility of the partner organizations, means of partnership, operational principles, operational mechanisms, extent and level of commitment, modalities of funding, and modes of intervention.

The diversity of partnership relationships that has emerged from the analysis of the dynamics of partnerships and the findings of the patterns and impacts of partnership and organizational strengthening is a testimony to the richness and innovation that partnership relationships are capable of developing. There are different models and patterns of partnership. Each model has its own strengths and generates a unique set of opportunities, challenges and impacts; and each model also has its own constraints.

The study records many lessons learned on partnership between Canadian and African NGOs, the lessons learned in the process of planned disengagement, and the lessons learned on the African and Canadian partnership in conducting this study itself. In addition, the study has formulated a matrix for partnership and institution-building along with a worksheet, that is designed to serve as a tool for self-evaluation and reflection on partnership relationships. The matrix is supplemented by a conceptual framework for viewing and assessing the evolution of partnerships in terms of levels and intensity of partnership.

CHAPTER 1

INTRODUCTION

1.1 Background

The purpose of this thematic study was to examine the patterns and dynamics of partnership and organizational strengthening amongst a sample of Canadian and African NGOs whose projects were funded by Partnership Africa Canada (PAC).

The study was undertaken in the context of PAC's objective on the theme of partnership and organizational strengthening as stated in the second mandate of its "Strategic Orientations" (1992-97), namely, to "promote a philosophy of partnership among Canadian and African NGOs to ensure that, by the end of Phase II, all of the projects and activities are based on more balanced and egalitarian partnerships".

Within this objective, this study is designed to contribute to a process of dialogue and reflection through which NGOs can update their theoretical and practical knowledge about partnership. Consequently, this study builds on the previous study carried out by PAC in 1989 entitled Partnership: Matching Rhetoric to Reality. However, what is distinct about the present study from the previous one is that a) it focuses on the operational levels of partnership, and b) it is focused on a sample of Canadian/African partnerships in Southern Africa and West Africa.

The study itself is an example of partnership in the field of evaluation between African and Canadian consultants through a joint collaboration between G.A.S. Development Associates Ltd. in Accra and E.T. Jackson and Associates Ltd. in Ottawa.

1.2 Sample of African and Canadian NGOs

The sample of NGOs involved in this study consisted of 10 Canadian NGOs and their 14 African counterparts as shown in Table 1.

TABLE 1

Sample of African and Canadian NGOs

Canadian NGOs	African NGOs
1. OXFAM Canada	Organization of Rural Associations for Progress (ORAP), Zimbabwe
2. Saskatchewan Linkage Committee (SLC)	Zimbabwean and Mozambican Committees for Backing the Frontline (BFL)
3. Cooperation Canada Mozambique (COCAMO)	Nampula NGO Development Centre (NNDC), KARIBU, and General Union of Agricultural Cooperatives of Nampula (UGCAN), Mozambique
4. Development & Peace (D&P)	PROGRESSO, Mozambique
5. Vidéo Tiers Monde (VTM)	EBANO Multimedia (Mozambique), Capricorn Video Unit (Zimbabwe), - member organizations of Southern Africa Communications for Development (SACOD)
6. Steelworkers Humanity Fund	General Union of Agricultural Cooperatives of Nampula (UGCAN), Mozambique
7. Carrefour Solidarité Internationale (CSI)	KILABO, Mali
8. Christian Children's Fund of Canada (CCFC)	Fédération des Eglise et Missions Evangéliques de Burkina Faso (FEME)
9. Save the Children Canada	UCECB, Action Sociale et DPEBAM, Burkina Faso
10. Inter Pares Canada	Association de Coopération et de Recherche pour le Développement (ACORD), Burkina Faso

The projects involving these 10 partnerships had a combined value of over \$5.5 million.

1.3 Methodology

Several methods were used to collect the data for this study:

1. Documentation Review

The documents reviewed included project proposals, periodic project reports, policy documents, annual reports, and various evaluation studies of partnership projects.

2. Interviews

Formal interviews guided by interview questionnaires were conducted with the key persons of all Canadian and African partners in the field. In addition, participatory interview/discussion techniques were used with some African partners involving focus groups, community-based groups and workshops. Interview with one Canadian partner, namely, SLC, was conducted over the phone.

3. Collective Reflection and Analysis

The three principal consultants for the study met for three days in Accra to review and reflect on the findings of the study as well as to formulate an analytical framework for the study.

1.4 Study Team

The principal consultants for the study were Dr. Sulley Gariba (Team Leader), Mr. Yusuf Kassam and Ms. Louise Thibault.¹ Dr. Ted Jackson served as an overall advisor. In addition,

¹ Dr. Sulley Gariba is an institutional development specialist and evaluation consultant, President of G.A.S. Development Associates Ltd., Accra, Ghana, and a Lecturer at the University of Tamale in Ghana. Yusuf Kassam is an evaluation consultant based in Toronto, and Louise Thibault is a community development and gender equity

Ms. Huguette Ruttera and Ms. Neo Thamae served as resource and research officers in Canada and Africa respectively, and Ms. Huguette Labrosse served as a principal resource person for interviewing some of the Canadian Francophone NGOs and coordinated the administration of the project.

specialist now based in Montreal. All three are Senior Associates with E.T. Jackson and Associates Ltd., Ottawa.

1.5 Limitations of the Study

1. The scope of the study in terms of the number of African and Canadian NGOs included in the sample was too wide in relation to the budget made available by PAC.
2. It would have been very desirable for the principal consultants to meet before embarking on the African fieldwork.
3. Several NGOs, both Canadian and African, were not given a clear message by PAC on the nature and purpose of the study. They had the impression that this exercise was an evaluation project rather than a study which created some initial difficulties for the consultants to obtain their full cooperation.

CHAPTER 2

FINDINGS ON THE PATTERNS AND IMPACTS OF PARTNERSHIP AND ORGANIZATIONAL STRENGTHENING

2.1 Introduction

This chapter synthesizes the findings of the study on patterns and impacts of partnership and organizational strengthening between Canadian and African NGOs. The chapter first reviews the conception of partnership between African and Canadian NGOs, analyzing the nature and scope of partnership. Next, the chapter examines the implications of these patterns of partnership on the strengthening of organizations of the partner agencies, as manifested empirically by their actions in the field.

The concept and principles of partnership are examined in the framework of organizational strengthening of the African partners since organizational strengthening is integrally bound up with the concept of partnership. In other words, organizational strengthening which, among other things, serves to empower the African NGOs to engage in mutual, more equitable and sustainable partnerships with their Canadian counterparts is an integral part of the process of partnership building.

In analyzing the patterns and impacts of partnership in this chapter and the dynamics of partnership in the next chapter, it is necessary to sketch a general conceptual background on the notion of partnership. This is done in the context of the changing approaches and perspectives in the North-South relations in the NGO community. Drawn from the 1989 PAC study on "Partnerships : Matching Rhetoric to Reality",² the major issues identified by African NGOs in their relationship with Northern NGOs are:

- Control over their own destinies so that they are not the subject of manipulations from the North.
- Recognition by Northern NGOs that Southern NGOs have the primary responsibility for development in their own communities.
- Respect for their own expertise and capacity to run development programs.

². Partnership Africa-Canada and Pan-African Institute for Development, "Partnership: Matching Rhetoric to Reality (An NGO Discussion Paper), Ottawa, September 1989.

- Continuous access to resources from the North (funds and expertise in some areas) for their development programs and for strengthening their organizational capabilities.

- Identifying partners in the North who will advocate policy changes in the North in favour of African long-term development.
- Greater recognition and collaboration from their own governments.

In the context of these issues and needs of African NGOs, the idealized version of partnership between Canadian and African NGOs (drawn from the same PAC study) include the following:

- Shared values, purposes and goals
- Solidarity
- Long-term commitment of working together
- Sharing of resources, information and experience
- Two-way exchange of ideas and information
- Mutual respect and trust
- Reciprocal accountability and transparency
- A sensitivity to the political, economic, cultural and institutional environment of each other
- A recognition that relationships are evolutionary and that change happens over time
- A joint decision-making process to ensure reciprocity, trust and mutuality.³

2.2 Conception of Partnership

There was a wide variation in the conception of partnership observed throughout the study. These ranged from partnership as a means of achieving program objectives of one of the agencies (often the Canadian one), to one deeply held by both parties as a sacrosanct sine qua non of their developmental philosophy and practice.

This section reviews the conception, relevance and practice of the partnership principle among African and Canadian NGOs.

³. PAC Study on Partnership (1989), pp. 11-13.

2.2.1 Conception of Partnership Relationships

The concept of partnership means different things to different agencies. As individual organizations, attempts to formulate a coherent understanding of partnership have resulted in discussions at various levels within the organizations (both Canadian and African). However, many of the organizations studied, with the exception of two, did not engage jointly in a conscious definition and conception of their partnership prior to establishing a relationship, even though the particular agencies do have their thoughts on partnership in various forms.⁴ In order to determine the genesis of their partnership inclinations, it was therefore necessary to probe into their own perceptions of development in general, and partnership in particular.⁵ The results of this inquiry revealed three main traits of the conception of the partnership principle between African and Canadian NGOs. These are: (a) partnership as a means of achieving program or project objectives; (b) partnership as a commitment to a shared developmental vision; and (c) partnership arising from long periods of development project/program interaction.

*Partnership as a means of achieving development or program objectives
(using the instrument of projects targeted at strengthening the capacity of
rural people)*

Under this conception, the Canadian and the African NGO consort a relationship in service of their program objectives or "**target**" community, often rural illiterate populations who require basic development services. The majority of these sorts of "partnerships" assume that owing to the illiteracy, ignorance and deprivation of the "**target**" communities, the satisfaction of their basic developmental needs is sufficient to ensure their long-term involvement/participation in decision making.

Under this system of partnership, project staff often deal with amorphous village entities or committees, often created primarily to serve the "project" needs. Many NGOs have begun to think hard about sustaining these initiatives, both organizationally and financially, but issues of autonomy, popular participation and governance continue to be deferred for the pursuit of the common interest of satisfying the basic developmental needs of the immediate "beneficiaries".

⁴. These include policy statements, program directions and routine decisions of Boards of Directors. Examples of these sorts of policy statements include: Save the Children Canada, Development Program 1993-96; and excerpts from "Save the Children Canada, International Conference of September 21-18, 1992, Toronto, Canada. See also, Christian Children's Fund of Canada, Philosophy, Policies and Practices of Development (Draft), March 1994, Toronto, Canada.

⁵. Appendix C provides a framework of discussion questions that were used as a guide for data collection among Canadian and African NGOs.

This conception of partnership reflects a situation where the satisfaction of basic needs and the corresponding strengthening of community-based institutions, is the object of partnership, and this activity is often regarded as an end in itself. The African NGO with whom the program/project is being executed may be called a "partner", but in reality, this NGO is regarded primarily as a "courier" of resources and legitimacy to the "**target**" community. Agencies that conceive of partnership in these terms have found that they may not need an institutionalized African NGO partner, especially under circumstances where they are capable of establishing direct links and logistics with their "beneficiary communities" through the Canadian agency's field office.

Consequently, the conception of partnership as a means of achieving program objectives tends to be established primarily as a policy guidance within one of the agencies, notably the Canadian one. It also tends to be used as a set of criteria, guiding principles for identifying African partners whose orientation, needs and capacities correspond to the stated developmental goals or objectives of the Canadian partner.

Partnership as a commitment to a shared developmental vision (without necessarily involving specific projects)

In a number of instances, the study observed that certain relationships pre-dated the specific Canadian and African NGO intervention supported by PAC. These partnerships were conceived of and constituted in religious groups, mutual commitment to support for village or community-based organizations, women's groups and regional and provincial networks, whose dynamics are often independent of the particular PAC-supported project initiative.

This conception of partnership manifests a high level of interaction, discourse, solidarity and consensus between the Canadian and African partner, on such issues as overall development principles, and goals and vision of the agencies concerned. The evolution of thought and a strategic direction tends to be collective, and the outcome mutually binding.

Under these circumstances, the "partner agencies" or NGOs became vehicles for concretizing and institutionalizing the partnership, but the initiation and conception of that partnership predated that intervention.

One unique aspect of partnerships conceived without projects is the role of individual and personal relationships of NGO leaders and staff (both African and Canadian) who possess a shared personal and professional vision, even if these are not necessarily consistent with, or institutionalized in their respective organizations.

Partnership arising from long periods of development project/program interaction

Under this conception, the Canadian and African partners foster a process by which they form relationships of equity among themselves, in pursuit of a common development objective or a project. Often this objective is not well defined at the beginning. However, by evolving methods of dealing with problems, group formation and organization dynamics, common problems get identified, defined and solutions found. As this process of interaction matures over a period of time, the relationship between the African and Canadian NGO get transformed from one based on project objectives to one involving a shared commitment to a broader developmental vision and process.

2.2.2 Conception of Partnership Principles

In all the cases of partnerships examined in this study, with the exception of one, the notion and principles of partnership have been given a lot of thought, even if only a few have actually engaged in this process jointly with their African partners. While the conceptualization and definition of partnership varies from one NGO to another, the most common perceptions of partnership among both the Canadian and African partners include equality, mutual trust and respect, similar purposes and values, common goals and objectives, a sense of solidarity, two-way exchange of ideas and information, mutual accountability and transparency, openness and flexibility, long-term commitment, and sensitivity to each other's political, economic, social and cultural context.

In the one case of an essentially project-related relationship, the African partner had not given much thought on the notion and principles of partnership and had not been exposed to the discourse on the subject. Its Canadian partner was clearly aware of the state of their "partnership" and had recognized its constraint of time and resources to cultivate a real partnership relationship.

In discussing philosophical orientations towards the conception of partnership, the African partners were more vocal on stressing the critical importance of equality in partnerships, mutual accountability and transparency, flexibility, joint decision-making, and respect for their full autonomy.⁶ In this context, the African partners were well cognizant of the dilemma of the

⁶ Unlike the Canadian partners, most of the African partners have not written much of their perspectives and policies on partnership into policy documents. The exception of this is manifested in the elaborate document produced by ORAP of Zimbabwe, in which its principles of partnership are clearly elaborated in "The Maphisa Understanding."

inherent donor function of the Canadian partners which, from time to time, poses obstacles in achieving equitable partnerships.

2.3 Operational Aspects of Partnership and Organizational Strengthening

The operationalization of the partnership principle observed throughout the study tended to reflect the particular conception of partnership underpinning the relationship between the African and Canadian NGOs in the first place. This section presents the findings on the operational manifestations of partnership in terms of principles, mechanisms and structures, and means and interactions of partnership in the range of projects and partnerships studied.

2.3.1 Operational Principles

In the vast majority of cases studied, the most common principles by which partnerships operate in practice are mutual trust and respect, long-term commitment of the Canadian partners, common set of values, goals and purposes, solidarity, personal contacts, exchange visits, and flexibility. In addition to these operational principles, in two-thirds of the cases studied, partnership also operates on the principles of sensitivity to each partner's context and environment, mutual accountability, openness and transparency, dialogue and sharing of ideas, and full respect of the autonomy of the African partners.

In a few cases, the principles of partnership are enshrined in specific policy documents. The SLC has a policy statement on the notion of partnership or what it terms as "Mutuality". OXFAM relates with ORAP in Zimbabwe on the basis of partnership principles enshrined in "The Maphisa Understanding" that was jointly developed by ORAP and all its North American and European partners in 1990.⁷ The principles of partnership by which VTM operates with its partners in Mozambique and Zimbabwe through SACOD are incorporated in the various statutes of SACOD's constitution. CCFC has formulated a draft policy statement on partnership that is awaiting review and approval by its Board. In the case of COCAMO, although the notion and principles of partnership have been discussed intensively over the last couple of years, a written policy statement has not yet emerged.

In one case, the partners followed the practice of formulating specific protocol agreements on partnership relationship in a given institutional strengthening project. Such agreements are entered into by the member organizations of SLC and their respective African partners in the BFL (e.g. between the Saskatchewan Federation of Production Co-operative and the Organization of Collective Co-operatives of Zimbabwe, and between the Grain Services Union of Canada and the National Food and Beverages Industry Workers Union of Mozambique).

⁷ Since the partnership policy documents on SLC's "Mutuality" and OXFAM/ORAP's "Maphisa Understanding" represent innovative initiatives which will be of great interest to both the Canadian and African NOGs, they are attached to this study in Appendix A.

Other examples are the memoranda of understanding between KILABO in Mali and its two Canadian partners, CSI and SUCO, as well as that between FEME-ODE in Burkina Faso and CCFC.

2.3.2 Operational Mechanisms and Structures

One of the operational structures of partnership (observed mainly in the Sahel cases) is the notion of "*table de concertation*," "coordinating committees", or "steering committee". While these are structures created to operationalize mainly project objectives, they also tend to reflect the coalition of "**target**" groups with whom the partnership is focused. These structures tend to be close to the base, and used as a channel for micro-programming cognizant of local realities and using participatory research and community animation methods to facilitate their work.⁸

The common operational features of this partnership are:

- project-based committees that embody (or articulate) the main program objectives.
- networking of various community-based groups which have relevance to the key program objectives, even if these are not NGOs per se. For example, in the Save the Children (Burkina Faso) project focusing on women and children, operational agencies, including governmental ones, at the local level have been involved directly in the project/program committee. These provide research, advocacy, and policy coordination across a broad spectrum of issues and sectors, all focused on the promotion of gender equity in development.
- operating in remote, often rural communities where there are no defined NGO structures beyond the local level.

⁸. In much of the Sahel and parts of Anglophone West Africa where institutionalized NGO activity is limited and quite recent, this approach to operationalizing partnership is quite frequently used. Both the Save the Children Canada project (Burkina Faso) and the KILABO-CSI project (Mali) use this approach at the village levels.

In spite of their novelty and advantages, partnership to foster community-based initiatives were observed to be limited to the local level, as these structures are often unconnected to the macro programming and decision making process of the partner agencies. For instance, on matters requiring substantial changes affecting the program's objectives, these decisions tend to be made by the "head office or senior management" of the funding (mostly Canadian) and sponsoring (the African) agencies. The resultant dilemma is that, NGO partnerships committed primarily to the empowerment of specific community-based groups may be highly successful in this venture, but encounter grave difficulty in transcending the local paradigm to a broader base of legitimacy and empowerment.⁹

A second operational structure of the process of partnership and organizational strengthening is one of joint planning, programming and decision-making by the partner agencies (at the macro level), having reached a mutual definition and conception of the partnership principle. However, when it comes to project implementation (micro-level interventions to address basic needs), the African partner becomes the "centre of activity", the main actor. In a number of cases, the study revealed that there may be multiple partners involved, with the Canadian partner having an indirect (mainly funding) relationship with the particular African executing partner in the field. Yet, the practice of delegating and entrusting the active role in project implementation to the partner remains cardinal in the process of implementing the partnership undertaking.

Two cases in Southern Africa (namely VTM/SACOD and COCAMO and its partners), and two cases from the Sahel (namely ACORD and its local partner CRUS, and CSI and SUCO's partnership with KILABO), operate on the basis of joint programming and decision-making structures. In the case of CSI and SUCO's partnership with KILABO, joint planning takes place at the project level and the decision-making takes place through a consortium of the representatives of the three agencies, led by Kilabo, meeting regularly in Mali to form a steering committee that reviews major decisions affecting their mutual collaboration on the project.

This relative autonomy of the African partner to implement micro level actions does not preclude the Canadian (or Northern NGO) participation in technical aspects of the interaction or project. In specific, well defined functions, such as project management, training, research and dissemination of agricultural technologies and extension, the partner often has a direct intervention at the local level. One-half of the partnerships studied in the Southern Africa region involve Canadian technical cooperants who assist in institution-building or in the implementation of some of the projects of the African partners (VTM/SACOD, COCAMO and

⁹. This particular issue of "how to build institutional capacity beyond the local level" has been nagging many NGOs whose primary focus is building capacity at the "base".

its partners, and SLC/BFL). However, these sorts of contacts are often part of a package of technical assistance defined in the context of the partnership, rather than one of the "project management and monitoring functions of a funding agency." The key characteristics of this pattern of partnership are:

- joint planning of programming directions and delivery methodologies.¹⁰
- an emphasis on some form of joint management, including the use of a core group or consortia involving all the partners' representatives for project management issues.¹¹
- use of technical assistance as a means of gaining direct participation of the Canadian and other local professional expertise in project activities.

¹⁰. In projects involving literacy and advocacy at the local levels, the pedagogy and production of literacy materials have constituted a vital basis of joint planning between the partners.

¹¹. This issue is manifested most vividly in the case of KILABO (in Mali) and its two Canadian partners, CSI and SUCO, who together form a consortium that reviews management issues periodically, both in Mali and in Canada.

2.3.3 Means and Interactions of Partnerships

There are other operational aspects of partnership that relate to the various interactions between the partners in the framework of organizational strengthening.

In two-thirds of the cases reviewed, partnerships involve advocacy work by Canadian partners such as VTM, COCAMO, SLC, SHF, and OXFAM Canada (working in the Southern Africa cases), and CSI, Inter Pares and Save the Children Canada (working in the Sahel) on the development issues confronting their African partners. Most of the partnerships studied in the Southern Africa projects (e.g. VTM/SACOD, OXFAM Canada/ORAP, SLC/BFL, COCAMO and its partners, SHF and UGCAN) involve policy dialogue on some global issues such as structural adjustment programs, international communications order, international labour issues, multinational corporations, multi-party democracy, free market economy and its impacts on co-operatives and unions, issues pertaining to the global food system and trading blocks.

Three cases of partnerships, namely VTM/SACOD, COCAMO and its partners and SLC/BFL involve joint consultation meetings on an annual basis.

Many of the partnerships studied in the Southern Africa cases (about 50%) involve North-South linkages, international networking and study visits, with only one of the Sahel cases manifesting this form of linkage and study visits. Nearly all the partnerships studied in the Southern Africa region (5 out of 6) are engaged in South-South linkages, while only 1 of the 4 cases studied in the Sahel has ever fostered linkages with other Sahel-based NGOs in the context of its partnership with the Canadian NGO.

To varying degrees, two-thirds of the partnerships involve the participation of the African NGOs in the Canadian partners' development education programs mostly through speaking engagements with their respective organization or/and their constituencies. In one specific case in the Sahel, namely the CSI-SUCO partnership with KILABO, this interaction between the African and Canadian partners pre-dated the particular PAC-funded project. KILABO educators, as well as village-based animators in the SUCO operational areas had made frequent visits to Canada in the context of development education campaigns.

Clearly, the dilemma observed in the 1989 study, whereby there was a blurred distinction between "Partnership" as a process, and "Partner" in a project lingers on 5 years later, in the operationalization of this cardinal development principle. In delineating the conception and related operationalization of the partnership principle, this study has established that:

- Those agencies that view partnership as a means to achieve their program objectives, also tend to manifest a partnership based on direct management of project outcomes, a limited participation of the African partner in macro-decision making and programming, and a muted involvement of the African partner in the development education work of the Canadian partner. Owing to the imperative of working at the commonest denominator of

partnership (ie. at the base, the community or village), there may even be no direct African partner agency with whom the Canadian agency is working. Rather, these could be several communities, knitted together by project or program committees.

- Those that evolve their conception of partnership as a consequence of dialogue between partner organizations (as distinct from selecting partners in relation to their program/project objectives), tend to operate jointly at the programming and decision-making levels. Often these relationships go beyond specific program objectives to include an engagement in policy dialogue and advocacy work on each other's behalf. As well, such partnerships incorporate more discretion, initiative and leadership of their partner at the base (the level of development action).

It is important to emphasize that, not all partnerships necessarily reveal or possess operational structures. As was observed in the case of the partnership between FEME-ODE and CCFC in Burkina Faso, "... the bases on which this partnership is founded are the sharing of certain values and of good-will rather than a functioning operational structure and a system of shared responsibilities."¹²

2.4 Impacts of Partnership on Organizational Strengthening

The organizational strengthening of the African partners facilitated by partnership can be classified under three main categories: (1) Strengthening Institutional Capacity; (2) Enhancing Organizational Development; and, (3) Building Strategic Capacity.

2.4.1 Strengthening Institutional Capacity

Two forms of organizational strengthening were discerned in the study. The first relates to the strengthening of administrative and management capacity of the partner agencies; the second involves a direct support to the building of institutional capacity of community-level groups, focusing on the development of leadership and organizational skills. These macro and micro-level impacts of partnership are not mutually exclusive. They tend to co-exist in many of the cases studied.

(a) Strengthening Administrative and Management Capacity of Partner Agencies

This component of organizational strengthening involves building management capacities, support for administrative infrastructure, and staffing. Mostly through training workshops, training courses and on-the-job training, the building of management capacity has included strengthening of management skills and systems, accounting and financial management

¹². Lysiane Boisvert and Jean-Baptiste Some, Infrastructure Building in Human Resources, Final Report of the Interim Evaluation of the FEME-ODE Project on Institutional Strengthening, March 1994, p. 19.

including computerized accounting systems, communications infrastructure, and other technical and professional skills. Examples of African partners who have received this kind of training include UGCAN, KARIBU, AMR, EBANO Multimedia, Capricorn Video Unit, and various member organization of the BFL. In the Sahel, SUCO's presence in Mali, and that of Save the Children Canada and ACORD (Inter Pares's proxy) in Burkina Faso have greatly facilitated the transfer of project management techniques and technologies to their African partners.

In building their staffing capacity, most of the African partners have received support from their Canadian counterparts in the hiring of staff and in the payment of their full or partial salaries. In some cases, African NGO staffing capacity has been strengthened by Canadian cooperants working with them for a couple of years or so, as for example with Ebano Multimedia and with some of the COCAMO partners. In a number of instances, the use of Canadian cooperants has been of strategic significance to the African partner. Apart from the specialized skills these may bring, solidarity and more recognition has been conferred to the African partner, in its local arena of work. In one specific case, sensitive developmental issues, such as the development of a gender and development strategy in a culturally prohibitive environment, were diffused by the partnership between a foreign cooperant and local Burkinabe partner working together.

A unique trend that has emerged from the strengthening of administrative and management capacity of African partners has been the frequent use of African professionals, both in long-term staffing positions as well as short-term training inputs to buttress partnerships. In Burkina Faso, both Save the Children Canada and ACORD have engaged an extensive network of Burkinabe professionals to provide administrative and technical support services to their African partners.¹³

Equally, there has been a reliance on existing government-support extension agencies to augment the technical capacity of African partners. In either case, the Canadian partner has been instrumental in negotiating, sometimes paying for the services of these professionals and agencies.

It was generally observed that the evolution of institutional strengthening dynamics consists of a stepped approach, whereby the Canadian NGO first provides direct intervention, through training, logistical and management support. Increasingly, these services may diminish, as the African partner develops its own capacity in coordinating training, and managing its own administrative processes. An example of this approach to institutional strengthening was manifested in the case of ACORD/Inter Pares support to CRUS. The first three years of their interaction was characterized by direct technical assistance personnel from ACORD-UK, some locally-engaged professionals and a direct linkage with local government extension agencies who provided technical support directly to peasant communities. Increasingly, as village-based peasant unions were formed, fewer UK cooperants were needed, as local Burkinabe professionals were better suited to render technical and administrative assistance to the emerging unions. When, in the fourth year provincial unions emerged, joint management of some project

¹³. In the case of Save the Children Canada (Burkina-Faso) there is even a speculation that these professionals may well form the basis of a cadre of an indigenous NGO which, in due course, could then be partners of the Canadian NGO.

activities was established, thereby diminishing the mediation of government extension services. Presently, the emergence of CRUS as an inter-provincial network of peasant unions has resulted in the transformation of institutional support to one of minimal personnel to one of coordination and logistical support from ACORD.

While the majority of the cases in the two regions studied depicted a wide variety of institutional strengthening measures, in at least one case in the Sahel, the institutional strengthening was targeted at the apex of the African partner. The partnership between FEME-ODE in Burkina Faso and CCFC reinforces the administrative and delivery capacity of the former, through direct funding for procurement, management training and remunerations for some extension staff.

(b) Strengthening Target Communities

This aspect of institutional strengthening focuses primarily at a caucus of community leaders, introducing new methods of organization, literacy and numeracy among community-based groups. As well, training is provided to a variety of delivery agents, project staff and extension workers. The content of these training activities includes organizational development and project methodologies, such as resource management, project management and group dynamics. This type of institutional strengthening is widespread in the Sahel, where sparse population in arid areas of Burkina Faso and Mali require the building of local level capacities to deal with the exigencies of poverty and environmental degradation. The partnership between CSI/SUCO and KILABO in Mali directs prime attention to the strengthening of the TON, a generic village-based traditional form of organization. Save the Children Canada targets a large measure of its activities towards strengthening village womens' groups, through literacy and income-generating activities. The ACORD/Inter Pares support to CRUS in Burkina Faso first begun with the creation of a broad network of peasant-based organizations across three provinces in Burkina Faso (micro level) and only later (after about 4 years) did it evolve into a macro-level institutional support.

2.4.2 Enhancing Organizational Development

There was a distinct difference in the perception of "organizational strengthening" among the projects and agencies studied. While most of the projects in the Sahel (with the exception of one) focused only on the strengthening of institutional capacity (as described in 2.4.1 above), the majority of the cases studied in Southern Africa went beyond the Institutions to deal with the Organizations as well.

Organizational strengthening of the African partners has taken place in a wide range of areas such as their serving capacity in relation to their constituencies, the setting-up and strengthening of their Boards and Committees, meetings and conferences, and the democratic involvement of people including women at different levels in their organizations.

Examples of organizational strengthening in terms of strengthening African NGO capacity to

serve their respective constituencies include UGCAN, KARIBU, AMR, EBANO Multimedia, Capricorn Video Unit, PROGRESSO, the BFL member organization in Mozambique and Zimbabwe, ORAP (all Southern Africa cases) and the partnership between ACORD and CRUS, facilitated by funding from Inter Pares (in Burkina Faso). The various ways and means which have been used in the building of this servicing capacity has included training courses, networking, and technical assistance in such areas as production and distribution of newsletters, technical equipment and infrastructural inputs, as well as the building of a sustained peasant movement.

To cite a few examples, the technical equipment provided includes video production equipment for SACOD partners, construction of a training facility and provision of roofing sheets for storage facilities and weigh scales from member co-operatives of UGCAN; the provision of different agricultural equipment and tools such as tractors, planters, disc ploughs, cultivators, trailers, soil testing kits, and mechanical tool kits for OCCZIM in Zimbabwe: setting up of Occupational Health and Safety Education and Development Centre for the National Food and Beverage Workers Union (SINTIAB) in Mozambique: the creation of two provincial offices for PROGRESSO in Mozambique: and the construction of one of the Rural Development Centers for ORAP in Zimbabwe.

Those African partners who have received support for strengthening and consolidating their decision-making structures such as Boards and Committees and the convening of their annual or other major meetings are NNDC, UGCAN, KARIBU, AMR, BFL member organizations, SACOD as a coordinating body, and ORAP.

The involvement of people including women at different levels in African NGOs and their programs also constitute key factors in organizational strengthening. The organizational structures of most of the African partners included in this study involve popular democratic representation of their respective constituencies. Several examples can be cited to highlight the characteristics of these democratic structures and gender equity, especially as manifested in the Southern Africa cases.

- The 16 rural associations that are served by ORAP in Zimbabwe elect 4 representatives each to ORAP's Board which meets every 6 weeks. Each association represents 5 to 10 "umbrellas", and each umbrella represents 5 to 10 groups of family units, and each group consists of 5 to 10 family units. The office bearers at all levels are elected and decisions on development priorities at the local level are made by the local groups.
- PROGRESSO's members meet once a year consists of individual members and member community organizations. The General Assembly elects members to the Executive Board which meets once a month. The Executive Boards elects the Secretary-General.
- Of the Southern Africa cases studied, three of the African NGOs are led by women, namely, ORAP, PROGRESSO and Capricorn Video Unit. The founder and Executive

Coordinator of ORAP was among the five women who won the 1993 Swedish Right Livelihood Award. AMR in Mozambique is a women's organization which emerged out of UGCAN, and two member organizations of BFL are also women's organizations, namely the Women's Committee of OCCZIM and the Organization of Mozambican Women.

- In terms of the gender balance in the composition of their staff and their Boards, PROGRESSO's Board consists of 4 women and 3 men and its staff has an equal gender balance. Women make up more than half of the National and Regional Committees of BFL in Mozambique and Zimbabwe, and the Regional Coordinating Committee of BFL is also composed of a majority of women and headed by a woman chairperson. The integration of women in ORAP takes place at all levels. UGCAN has a women's committee. KARIBU's staff consists of 4 women and 6 men and its Executive Board has 2 women members out of a total of 6 members in addition to the woman President of the Board. Out of the 12 tutors in KARIBU's literacy and adult education programs, 50% of them are women. Of the 7 senior staff of NNDC, 4 are women and 3 are men. ORAP's Board has an equal gender representation on its Board and its staff complement of about 102 persons has a 50-50 gender balance.

In the Sahel partnerships, the development of organizational capacity and NGO strengthening per se has been deferred for the most part, in pursuit of very specific project objectives. The most far reaching manifestation of organizational development tendencies were recorded in the case of ACORD and CRUS in Burkina Faso. Attributes of organizational development include:

- a systematic evolution of a peasant network, with support provided by the Northern partner to facilitate the local, provincial and regional meetings of the network of peasant unions.
- a distinct separation of powers and functions between the peasant unions (constituting the democratic institutions of governance of the NGO) and the secretariat of the NGO (constituting staff, including technical assistance personnel) working for the CRUS and its Northern partners.¹⁴

¹⁴. This separation of powers and functions is unique, in that, most NGOs in the Sahel case tended to diminish the significance of the "organization", emphasizing instead the centrality of the administrative secretariat or the project/program delivery institution.

- a delicate balance between advocacy for gender equity among peasant groups where strategic opening is perceived, while advancing this pursuit indirectly, among communities which are more resistant to change due to conservative tradition and religion.

2.4.3 Building Strategic Capacity

North-South and South-South linkages, international networking, alliance building, policy dialogues, and the ability to tap other external sources of funding are some of the means which enhance what may be termed as the "strategic" capacity of the African NGOs. As with the building of organizational capacity, the enhancement of strategic capacity of African NGOs has been more elaborate in the Southern Africa cases than the Sahel ones. Concomitantly, the manifestations of strategic orientations have been qualitatively different in these two regions.

In the Southern Africa cases, the enhancement of the African partner's strategic capacity has resulted in the raising of their institutional profile and credibility with their Northern partners as well as with their own governments, helped to professionalize their work and kept them abreast of the new issues and trends in the development work. As well this has promoted their organizational and financial sustainability. The net result is in the strengthening of the effective planning, delivery and impact of their development projects.

Prominent examples in the enhancement of the African partners' strategic capacity in the Southern Africa cases include the following:

- The SACOD partners in Mozambique and Zimbabwe are involved in international networking and policy dialogues on alternative communications strategies through their active involvement in the activities of VIDEAZIMUT (an international coalition of independent and alternative communications organizations) and UNESCO, South-South linkages and collaboration with institutions such as the Media Institute for Southern Africa based in Namibia and Union de Radio de Television National de Afrique.
- ORAP in Zimbabwe is actively involved in South-South linkages with such organizations as the African Literacy and Adult Education Association and with the Namibian partners of CANAMCO. ORAP in close collaboration with OXFAM Canada is deeply involved in promoting policy dialogues and advocacy work around the critique of structural adjustment programs (SAP) and how these programs have had devastating effects on the rural population in Zimbabwe. The Executive Coordinator of ORAP is an outspoken critique of SAP in Zimbabwe and has participated in many SAP conferences in Canada.
- In collaboration with the School for International Training (SIT) in the USA, ORAP runs a training facility in Bulawayo which offers a diploma/certificates program in "Grassroots Development and NGO Management". The training program serves two groups of students" (1) experienced, middle-level staff of NGOs in African and other countries from Asia and Latin America, and (2) recent graduates from SIT and other colleges and universities in the US and other Northern countries (e.g. Canada, Australia and some European countries).

- UGCAN, through its partnership with SHF, is involved in a participatory research project involving several organizations from Latin America and from Africa on "Responses and Strategies of Popular Organization to Structural Adjustment Programs". UGCAN is one of the members of a regional forum on research and information, the other members being the Railway Workers Association of South Africa and the Zimbabwean Congress of Trade Unions. UGCAN also has linkages with BFL in both Mozambique and Zimbabwe.
- UGCAN, AMR, KARIBU and NNDC in their partnership with COCAMO have been engaged in policy dialogues on such issues as the marginalization of Mozambique in Canadian foreign policy, multi-party democracy, structural adjustment programs, and the repatriation of Mozambican refugees.

African partners who have developed access to multiple external sources of funding are ORAP, PROGRESSO, UGCAN, the Mozambican committee of BFL, and SACOD partners. This represents more than 90% of the African partners sampled in the Southern Africa cases. Of these partners, ORAP is the largest recipient of multiple external funding in terms of both the number of donors and the level of funding. Only one of the Sahel NGOs (FEME-ODE) has a wide diversity in its funding base. This spreads across Europe, into a network of international agencies, including Bread for the World, Christian Aid, Tear Fund (Holland) etc. The modality of funding adopted by these European partners is one of bloc funds, delineating only operational funds and program funds. No specific distinctions are made of project funding. Thus, the system of funding characterized by the traditional partners of ODE are quite different from the "project" focus of their partnership with the Canadian agency, CCFC.¹⁵

In contrast with the more structured groups of Southern Africa, the cases studied in the Sahel (with the exception of FEME-ODE) involved groups working mostly at the community level, often in remote areas of Burkina Faso and Mali. For this reason, the scope of strategic strengthening, while latent, is nonetheless equally significant. Two cases demonstrate this latent and incremental building of strategic capacity.

The first case involves a strategic strengthening of a mass organization into a movement. ACORD's support to CRUS has raised the profile of peasant unions in the impoverished northern provinces of Burkina Faso, both with their government and other external support agencies in the country. Throughout its operational area, several government extension agencies, merchants and international agencies which, hitherto, patronized individual peasants and village groups, are now dealing with highly organized unions, linked organizationally to provincial and regional networks. This has increased peasant bargaining power in a number of ways. Administratively, peasants now can attract substantial attention as viable clients for extension services and

¹⁵. This dichotomy in funding orientation coupled with the wider latitude of funding available to FEME-ODE have resulted in tensions in their partnership with CCFC. This, in turn, represented a situation where the African partner appeared to possess a higher bargaining leverage in their partnership with the Canadian agency.

training. Economically, the collective resources of the peasant unions makes them better able to extract good prices for their cattle, and bargain prices when purchasing grains from food merchants during the lean seasons. Politically, the prospect of several thousand peasants with one common economic purpose in one organization has begun to lure potential allies in the pending local level elections for decentralized municipal governments in Burkina Faso.

Thus, the ACORD brand of strategic strengthening of CRUS has resulted in an increased social recognition of the local partner, as a provider of basic developmental services, rather than being perceived as an appendage to a foreign agency. This level of organizational development led to the convening, in late 1993, of a donor conference by the local partner (CRUS), with the assistance of ACORD. This conference involved nearly a dozen external agencies, both NGO and bilateral, convened in remote Gorom Gorom (the peasant town in Northern Burkina Faso) to review and seek support for a three year program prepared by the CRUS with support from ACORD. The substance of the conference notwithstanding, its strategic importance was not lost to both the donors and CRUS, as new and potential partners were brought face to face with the realities of a large peasant coalition.¹⁶

The second case involves the strengthening of an elite cadre, with ramifications for the African organizations and communities they represent. Through partnership with two Canadian NGOs, KILABO leaders from Mali have gained exposure to Canadian NGOs and participate in several NGO fora thereby increasing their intellectual and networking capacity.

- KILABO leaders have participated in the PAC annual general meetings.
- KILABO leaders have participated each year in an intensive training session in Canada in relation to dealing with the management of non-profit organizations. These training sessions were offered by Gestion Nord-Sud.

This focused strategic strengthening has also resulted in reciprocal dividends for the Canadian partners as well.

- The media coverage obtained exposes the real impacts of the work of CSI overseas, thereby increasing the latter's credibility in Canada.
- Through this wide exposure, other Canadian NGOs have benefitted from the resourcefulness of KILABO leaders, with one member of KILABO having served on the SCS Committee in Mali.

¹⁶. This approach stands in contrast with the equally common situation where the Canadian partner acts as a broker for project funding and material resources for the African partner, through a technical proposal, prepared by the Canadian partner, who then deals with the funding agency on behalf of the African partner. While this has popularized the work of the African partner, the extent of strategic strengthening has been minimal.

- The goodwill dividends resulting from these strategic interactions has also resulted in KILABO coordinating the internships of Canadian volunteers and work partners from CSI in Mali.

Gender and Development (GAD) as a Means of the Strengthening of Strategic Capacity

The previous section on "Enhancing Organizational Development" reviewed issues of gender equity and representation as were manifested in the partnerships under study. This section deals with the process by which African and Canadian NGOs perceive and practice Gender and Development in the process of enhancing the strategic capacity of the partners.

To most African NGOs, GAD policies and practices belong in a strategic domain. The extent to which their Canadian partners promote and enhance this aspect of their development philosophy reflects their compatibility as partners. Where the Canadian partner operates at a level of GAD conception different from that of the African partner, the potential for conflict on issues of gender equity, representation and strategy tends to be high.

Apart from the generic gender equity considerations (of say the numbers of men and women in staffing positions) within African and Canadian NGOs, two dimensions of GAD were considered in this study as part of the process of strengthening strategic capacity. These are: the pursuit of practical needs and strategic gender needs.

Three tendencies emerged in the analysis of the impacts of the process of partnership on the strengthening of GAD capacity of African and Canadian NGOs. These are: (a) the **Activist** Gender and Development approach; (b) the **Mediatory** Gender and Development approach; and, (c) the **Passive** Gender and Development approach.

The **Activist** GAD approach involves agencies (both Canadian and African) that deal with the issues of gender equity and development at both the practical needs level and the strategic needs as well. The Save the Children Canada program in Burkina Faso engages in a thorough analysis of gender issues, provides resources (credit, materials, training) to community-based organizations and institutions to tackle gender imbalances in resource allocation, and operates at policy (strategic) levels of these institutions, by networking with a variety of coordinating agencies, women groups and government departments to monitor GAD policies and activities.

The **Mediatory** GAD approach focuses primarily on addressing practical gender needs, but seizes every opportunity to engage in, and influence strategic necessities as well. The premise of this mediatory approach is that, issues of GAD can sometimes be delicate in the context of

different cultures, traditions and religion. In Burkina Faso, ACORD's partnership with CRUS has selectively targeted women peasants, providing resources to organize them into village unions, resulting in representation at the provincial levels. However, the issue of parity in representation at the strategic levels of the CRUS network continues to be deferred in favour of a "gradualist approach in educating, sensitizing and training."

The **Passive GAD** approach to strategic strengthening does not see women as a specific target. Rather, the family and community are the focus of attention. Both Canadian and African partners that adopt this approach tend to reinforce each other with a broad policy on GAD, recognizing the vulnerabilities that different gender groups have, and targeting resources to address these mainly at the level of practical needs. In Zimbabwe, ORAP addresses gender issues on the basis of the family as an entity in the African tradition. In Burkina Faso, the FEME-ODE operates at the practical needs levels mainly, providing literacy to women "in the context of the family". This approach is supported by a comparable policy on GAD being formulated by ODE's Canadian partner, CCFC. A compatibility and complementarity of GAD orientation in this context, has both served to strengthen the particular approach to GAD pursued by FEME-ODE, and as well, minimized conflict on those issues.

A fourth approach to GAD, which was observed in only one case in the Sahel was the **Project-led GAD**. Under this approach, there tends to be no clear policy and principles mutually agreed to by the partners. Rather, there is a litany of "project objectives" on GAD, often stipulated in numbers of female and male extension workers and a balance in the composition and targeting of resources to community-based groups. The actions corresponding to these tend to be project-specific, and no distinction is made between the practical and strategic needs of different gender groups. Consequently, the outcomes are not clearly anticipated, and there is no shared commitment between the partners on issues of sustainability and capacity building in GAD programming. The result of this project-led GAD in the one case observed was a growing frustration of the Canadian partner due to the African partner's inability to satisfy the "agreed to gender balance in recruitment."

In order to assist Canadian and African NGOs in their own analysis of the models of GAD that best facilitate mutuality in partnership building and strategic reinforcement, a GAD Grid summarizing the models observed in the study is presented in Figure 1.

FIGURE 1

MODELS OF GAD STRATEGIES

GAD Orientation	ACTIVIST	MEDIATORY	PASSIVE
POLICY	Clearly defined and articulated policy on GAD, backed by detailed gender analysis on sectors of activities. eg. CANSAVE and its community-based partners carry out periodic research on gender roles, status of women in agriculture and impact of technology on women.	Has a broadly defined policy on GAD, outlining some key principles, but leaving an action plan to emerge incrementally, and also implementing activities on GAD selectively.	Broad policy affirms various conventions, principles and practices on the rights of children, women and men, but situate these in the context of harmonious family and community relations and development, not gender relations primarily . No action plan on GAD is put forward under such policies. The determination is left to the discretion of the individual partners.
ACTIONS:			
PRACTICAL	Address practical needs directly, through specific projects targeted at women, provision of credit, inputs, literacy, numeracy, etc.	Tends to focus on the use of "pilot initiatives" targeting women, as demonstration, as opposed to women projects per se. Also encourages the investment in poverty alleviation activities such as improved water, increased incomes for women, production enhancing technologies.	Often target specific investments at women, but within the context of family Poverty alleviation measures are key to the implementation of these activities
STRATEGIC	Deal with strategic needs as well, including policy advocacy with partners at the local, and sometimes national levels. Also undertakes networking and institution building to foster and sustain GAD.	assist women groups to prepare socio-economic analysis of their status there improving their access to resources encouraging exchange between women groups organizing brain-storming sessions for agencies and local NGO partners	Avoid discussions of strategic issues GAD Believe that empowerment of women, and the corresponding positive changes in their production and power relations may occur as and when the practical needs are met.
OUTCOMES	Consistent and conspicuous presence in field Increased consciousness and skill level among partners on GAD programming Substantial resource commitments to redress gender imbalances resulting in poverty alleviation and economic empowerment base	This process has resulted (in the specific case of ACORD-CRUS partnership in Burkina Faso) in the evolution of an incremental process of capacity building, which, while being focused on GAD, allows the partner to lead while facilitating the process.	General reduction of poverty and reduction in vulnerability of women
COMMENTS	This approach also tends to rely on a high level of intervention, including the use of project staff and extension workers of both the Canadian and African partner agencies. This could raise serious questions of both the organizational and institutional sustainability of this approach. Also, dependency on	As a result of the use of this method and experience, ACORD-CRUS have planned a policy dialogue among peasants and other development intervenors in Burkina Faso to prepare an action plan for GAD. The key to this policy dialogue is " how the Gender Dynamic can be re-appropriated "	Under this approach, a policy dialogue on GAD between partners does not occur; when it does, it often is only in the context of a "project". Also the exclusive focus on the practical needs instrument may reduce poverty and economic vulnerability, but it often also

	intervention agents might result in little autonomy being developed on the part of the African NGO or community-based partners.	by local groups and participants involved."	increases dependency on external developmental inputs, and may in fact increase vulnerability in the long-run. Empowerment is deferred as a specific focus, the expectation being that this will happen "naturally", over time.
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2.5 Conclusions

Based on the sample of partnerships examined in his study, it is evident that in the vast majority of cases, partnerships have been operating on the basis of many of the key principles of partnership and have been engaged in many diverse activities. Furthermore, the study shows that most partnerships have substantially contributed to the strengthening of the institutional and organizational capacities of the African partners. There is ample evidence to conclude that within certain constraints and limitations, the notion and principles of partnership in the majority of the cases examined have significantly transcended the rhetoric of 1980s into reality.

CHAPTER 3

THE DYNAMICS OF PARTNERSHIP

This study has revealed that there are different models and levels of partnership. The configuration and dynamics of each partnership are determined by many factors and elements that include: compatibility of the partner organizations, means of partnership, operational principles, operational mechanisms, extent and level of commitment, modalities of funding, and mode of intervention. This chapter analyses how these factors and elements and their interactions shape the nature and dynamics of partnerships.

3.1 Compatibility

Real Partnership has a stronger chance to be nurtured and strengthened if the partners manifest one or more elements of compatibility such as values, vision, philosophy, world view, solidarity, and if they are similar kinds of organizations or are engaged in the same sector of work. To serve as examples that stand out on these aspects of compatibility, the partnership between OXFAM Canada and ORAP, SLC and BFL, SHF and UGCAN, and VTM and SACOD exhibit, to a large extent, common values, vision, philosophy, world view and solidarity. COCAMO and its four partners in Mozambique (NNDC, UGCAN, KARIBU, and AMR) also manifest these elements of compatibility, but to some extent these elements tend to be obscured, given the heterogeneity of the 20 member organizations of COCAMO.

An equally significant aspect of compatibility is that the partners must share a collective vision, and have similar development paradigms. In the Sahel, the partnership between FEME-ODE and CCFC has at its basis the binding principles of the christian faith, which tends to rise above other operational aspects of their work.

The notion and principle of "solidarity" plays a dominant role in the partnership relationship between SLC and BFL, OXFAM Canada and ORAP, and SHF and UGCAN. Of course, there is an underlying sense of solidarity in all partnerships. However, when the notion of solidarity is stated explicitly or expressed in militant overtones, or when it is perceived as a central guiding principle in an organization's philosophy and mission, the resulting relationships have a greater likelihood of fostering equitable partnerships with vibrant and intimate bonds. Such a notion of solidarity is very akin to the kind of international solidarity embraced by national and international labour movements.

Engagement of the partners both at home and abroad in similar sectors of development serves as a natural basis for close collaboration and is conducive to building strong bonds of partnership, as for example, the partnership between VTM and SACOD, SLC and BFL, and SHF and UGCAN. Relationships between popular organizations or those that are part of or represent

popular or social movements has the propensity to forge vibrant and equitable bonds of partnerships that are kindled by political and social activism as evidenced in the partnerships between SLC/BFL, USWC/UGCAN, and OXFAM Canada/ORAP.

In the Sahel, the plight of women and children, in particular, has propelled Save the Children Canada to initiate the process of cementing relationships with several community-based women's groups, credit institutions and whole villages.

3.2 Means of Partnership

The strength and depth of partnerships are also influenced by the medium and means of partnership such as institutional building, organizational development, project support, technical assistance, North-South and South-South linkages, international networking, policy dialogue, advocacy, and development education. What can be observed in this study is that partnership relationships are significantly strengthened by the number of means through which the partners interact and work with each other. In other words, a wider scope and range of the means of interaction and collaboration helps to build a deeper and stronger partnership.

In Mali, a set of cross-cutting relationships have resulted in a three-way partnership between CSI, SUCO and KILABO. The first two, both Canadian, have been closely linked through personal and personnel relationships of their two organizations. In turn, the role of KILABO in hosting Canadian volunteers in Mali, and subsequently in development education work of Canadian NGOs, resulted in the present PAC-supported project binding the three organizations together.

3.3 Operational Principles

The operational principles that characterize the sample of partnerships studied include mutual trust and respect, mutual accountability and transparency, common objectives and goals, openness, flexibility, sensitivity to each partner's context (political, economic, social, cultural), respect of the African partner's autonomy, policy statement on partnership and protocol agreement on partnership. The extent to which these operational principles are applied in actual practice varies from one partnership to another. This study has revealed that the most critical operational principles that contribute towards building equitable and sustainable partnerships are mutual accountability and transparency, openness and flexibility, a strong sense of solidarity, respect of the African partner's autonomy, and sensitivity to each partner's context. To be able to operationalize partnership on this set of principles demands a high level of understanding, mutual trust and considerable interaction between the partners.

While the principle of mutual trust and respect is the basic assumption that is made for entering into a partnership, genuine mutual trust and respect in practice is demonstrated by operating on the basis of mutual accountability, transparency and openness. To be able to operationalize

partnership on this set of principles takes time and long-term commitment, requires a strong sense of solidarity, and demands intensive personal contacts and involvement in many diverse collaborative activities.

Since the notion and understanding of partnership varies in both its spirit and substance between different organizations in both Canada and Africa, a written policy statement on the philosophy and principles of partnership developed by the partners (e.g. ORAP's "The Maphisa Understanding" and SLC's "Mutuality") contributes to paving the ground for engaging in meaningful and flourishing partnerships. Such a policy statement also provides a philosophical framework for molding the nature of partnership.

In addition to the policy statement on partnership, the formulation of a specific protocol agreement or accord on partnership on a given project or program of institutional strengthening is helpful in building a productive partnership relationship. SLC views an accord as an important political document for linkage solidarity work and a key to the building of a common agenda, commitment and accountability between partners. The very process of negotiating accords represents a good starting point for building mutual trust. These kinds of agreements clarify the roles and responsibilities of the partners and help in avoiding potential misunderstandings and conflicts in the operationalization of partnerships.

3.4 Operational Mechanisms

Another factor that determines the quality and intimacy of partnerships is the operational mechanism or structures through which the partners work together. This operational mechanism, as distinct from operational principles, consists of such elements as personal contacts and visits, joint decision-making structures, periodic review process on partnership relationship, joint monitoring and evaluation activities, study visits, means and methods of communication and consultation, and a two-way exchange of ideas and information.

Personal contacts and the frequency of communication between the partner organizations through personal visits to each other's organizations and communication by telephone and fax are critically instrumental in nurturing partnership. To nourish and sustain partnerships takes a commitment of considerable time, adequate staffing capacity and financial resources. The constraint of time and resources that impeded the development of a rapport that is so critical in fostering partnerships affect most Canadian partners to varying degrees. This has implications on the need for appropriate institutional strengthening of the Canadian partners in order to enable them to handle these aspects of partnership building. The need for adequate institutional capacity to foster partnership relationships becomes especially critical for those Canadian NGOs that deal with numerous Southern NGOs.

Another constraint in developing personal contacts is the rapid staff turnover that may occur in any one of the partner organizations. A rapid staff turnover tends to erase the corporate memory of a partnership relationship and adversely affects the rapport that had already been established

between the partners.

The establishment of joint decision-making structures constitutes perhaps the most critical element in instituting equality in partnerships. Examples of this feature of partnership are the Steering Committee of VTM/SACOD and the Joint Executive Committee of COCAMO and its partners through NNDC. However, in order to make these structures operate effectively, the African partners need to have real participation and equal decision-making powers, and the functions of the structures need to be clearly defined. Any ambiguity in the functions and the jurisdiction of a joint decisions-making structure (as for example, in the case of COCAMO and its partners) has the potential to create some misunderstanding and tension amongst the partners.

Since partnership relationships are in a constant state of evolution and change due to both internal and external factors, a periodic review process to re-examine partnership relationship contributes to the sustainability of partnerships and the resolution of any festering problems. Such meetings to review partnership relationship are convened by ORAP and all of its partners (including OXFAM) Canada, COCAMO and its partners in Mozambique, VTM/SACOD through its annual Steering Committee meeting, and the "Linkage Reflection" workshop that was held by SLC/BFL in Regina a few years ago. Similar mechanisms exist between ACORD and CRUS in Burkina Faso, and also among the three partners (CSI, SUCO and KILABO) in Mali.

Such a review process also serves to provide an open forum for resolving any problems and misunderstandings that may arise in the partnership relationship. In this regard, the most recent case in point was the review meeting held in Ottawa between COCAMO and its partners which, among other things, addressed the functioning of their Joint Executive Committee with the purpose of ironing out some critical issues that emerged around the joint decision-making process. In Burkina Faso, ACORD (and Inter Pares) are going through a difficult, but necessary process of intense dialogue with their Burkina partner, CRUS, on the process of systematic disengagement to promote the autonomy of the latter.

In the traditional and unequal donor-recipient relationship, the function of monitoring and evaluation is usually assumed by the donor, a role that confers considerable power and control in the hands of the donor organization. In contrast, if monitoring and evaluation activities are carried out jointly by the partners, such a practice has the simultaneous effect of enhancing equitable partnership on the one hand, and contributing to the building of mutual trust, mutual accountability and transparency on the other. Conversely, the prevalence of mutual trust, mutual accountability and transparency between partners makes it conducive to engage in joint monitoring and evaluation. In the sample of partners studies, COCAMO and its Mozambican partners have recently carried out a joint monitoring and evaluation mission.

3.5 Extent and Level of Commitment

The extent and level of commitment in terms of its duration, enduring capacity and the level of resources available have important implications on the sustainability of partnerships. The long-

term commitment to partnership including multi-year funding helps, on the one hand, in contributing to effective institutional and organizational capacity-building, and on the other, it helps in developing stronger bonds of partnership. A long-term relationship is also instrumental in creating the necessary environment and conditions that facilitate a process of mutual learning among the partners. Partnership is further strengthened if the financial, technical and human resources made available are fairly substantial. This raises the stakes in the partnership commitment and engenders a strong desire and will by both the partners to work towards developing productive and meaningful partnerships.

The capacity of the partners, especially Northern partners, to endure the problems, crisis and adversities that from time to time may befall the Southern partners is a test of commitment to partnerships. The critical importance of the need for this kind of commitment on the part of the Canadian partners is greatly stressed by the Mozambican and Zimbabwean partners. The statements made such as "A partner does not abandon the other in difficult times" and "Partners support each other to solve problems" reveal the African sentiment on the nature of commitment they expect from their Canadian partners. Along similar lines, in ORAP's policy document on partnership, "The Maphisa Understanding", one of ORAP's stated expectations is "the staying power of the donors through thick and thin."

Many of the exigencies of funding cuts, organizational and orientation changes, also affect Canadian partners as well. When these events happen, their significance is often not conveyed to African partners, who may wish to share in the "growing pains" that the Canadian partner may be undergoing, "for better or for worse."

3.6 Mode of Intervention

The mode of intervention employed by the Canadian partner in its partnership with its Southern counterparts is yet another factor that plays an important role in shaping the nature and dynamics of partnership. The modes of intervention by the Canadian partners examined in this study are quite diverse. Each mode has its own respective advantages and limitations. For the analysis of this factor of partnership, only those modes of intervention that are unique are selected.

COCAMO is a large consortium of a diverse group of 20 Canadian NGOs and operates through a Board and a small Secretariat. The advantages and merits of such a consortium include its leverage and clout to generate a sizeable funding support for its Mozambican partners. In addition, its size and the diverse constituencies its member organizations represent serve as powerful means to promote a solidarity movement in support of addressing the political and social challenges in Mozambique and to engage in policy dialogue with the Government of Canada.

However, the very size, strength and power of such a consortium sometimes makes it look a little intimidating in the eyes of its Mozambican partner organizations, which are relatively small and

weak. In addition, the structure of this type of a consortium has limited opportunities for the Mozambican partners to develop personal and direct relationships with the individual member organizations of the coalition. In that sense, while the Mozambican partners have direct links with COCAMO's Secretariat, opportunities for establishing direct relationships with the individual member organizations of COCAMO are mostly limited to an arms' length. This constraint of establishing a direct relationship within the prevailing structure and the program parameter of COCAMO has led to a precedent whereby SHF, one of the members of COCAMO, has initiated a direct and separately funded partnership with UGCAN, one of the Mozambican partners of COCAMO.

This can be considered as quite a natural development in view of the fact that while COCAMO was initially formed to work with the Mozambican government departments and agencies in response to the crisis largely brought about by the war of destabilization, it now works with Mozambican NGOs whose very emergence and establishment was facilitated by COCAMO itself.

It can be further argued that while a large coalition in certain situations is a good starting point for developing relationships and maximizing the knowledge base, it can be perceived to function as an incubator which, over a period of time, can lead to enabling its member organizations to enter into one-to-one partnership.

The exact opposite of the partnership between a large Northern NGO/coalition and a small Southern NGO(s) is manifested in the relationship between FEME-ODE (a large and powerful Federation of nine Evangelical Missions in Burkina Faso), and CCFC, a relatively small Canadian NGO. FEME-ODE, as COCAMO, has a large constituency of over 1000 small churches and congregations, and over 2000 pastors throughout the country, serving as the base of its ministry. With this constituency, the organization has attracted a substantially diverse set of partnerships with other European agencies, whose combined contributions pale the CCFC support in magnitude and significance. Consequently, CCFC's access to the organization is limited to the secretariat, the Development Office of FEME.

SACOD is an international coalition of socially committed video production organizations composed of VTM in Canada, Ebano Multimedia in Mozambique, Capricorn Video Unit in Zimbabwe, and until very recently, VNS in South Africa. According to the constitution of SACOD, each member, including VTM, has an equal status. The equal role and status of VTM in the planning, programming, and decision-making processes of SACOD's activities blurs VTM's donor dimension and represents an interesting example of power-sharing. Through this mode of intervention, the relationship between VTM and its partners in SACOD renders it into a truly and genuinely equitable partnership. In this sense, VTM's partnership with SACOD is organic although an intriguing question is sometimes raised about the fit of a Canadian organization that belongs to a coalition that is called Southern Africa Communications for Development.

The Saskatchewan Linkage Committee (SLC) is a coalition of several Canadian base groups and popular organizations in Saskatchewan and works in partnership with Backing the Frontline (BFL) which consists of a total of 10 agricultural cooperative unions, professional trade unions, and women's organizations groups under two National Committees, one each in Mozambique and Zimbabwe. SCL represents a strong social base in Canada through its member agricultural and cooperative unions. The mode of intervention in the SLC/BFL partnership takes the form of "international linkage solidarity", a concept which is partly influenced by CUSO's development philosophy and vision. Such a mode of intervention which involves political alliances and connecting with social and popular movements for social change both in Canada and Southern Africa creates a character of partnership which offers a wide scope of opportunities for building equal and mutual relationships on a direct and bilateral basis between the individual member organizations of the partnership. Linkage solidarity work is defined by SLC as consisting of 3 key principles:

- " The base organizations/grassroots groups involved in the linkage partnership must be in control of their mutual agenda.
- Linkage work is an integral part of alliance building, or, in other words, connecting up with social movements.
- Linkage work is a commitment to being involved in a time-consuming political process -- a process which must be systematically negotiated, analyzed and reviewed; its ultimate goal is the empowerment of people to create social change."

Another characteristic that distinguishes the SLC/BFL mode of intervention from other partnerships examined in this study is that with the exception of one paid staff person in Zimbabwe, all the members of SLC/BFL work as volunteers.

Two other modes of intervention raise important analytical questions on the nature and quality of partnership. The first is a "proxy" mechanism, whereby a Canadian agency provides funding to another Northern NGO, which then establishes partnership with an African agency. ACORD is an international network of NGOs based in Europe. As a member of ACORD, Inter Pares agreed to fund (via PAC support) the institutional strengthening of CRUS in Burkina Faso. The uniqueness of this modality of intervention is that, the role of Inter Pares is reduced to one of a distant participant, leaving the details of actual work to ACORD and to CRUS. While this may appear arm's length, such a proxy relationship actually reinforces the non-interventionist perspective, fosters greater cooperation among the agencies, and for the most part, serves to promote greater autonomy of the African partner. In this case, Inter Pares itself is having to deal with two partners (ACORD in the one hand, and through them, CRUS on the other). This dynamics of partnership has resulted in greater sensitivity in Inter Pares on the complexity of working in cooperation projects, using partnership as its only guiding principle.¹⁷

¹⁷. Observations from Inter Pares interviews.

The second mode of intervention, also observed in the Sahel case, but one which is observable elsewhere, is the direct field office mode. Save the Children Canada's field office in Burkina Faso is the main implementor of the project in support of Women in Comoe Province. This mode of intervention seeks to strengthen a network of local, community-based groups, which are held out as the partners. While all the manifestations of institutional support to local initiatives and organization building are observable in this mode of intervention, the absence of a defined institutionalized partner organization raises crucial questions of long-term sustainability.

3.7 Modalities of Funding

The dynamics of partnership relationship are further influenced by the modalities of funding support such as project funding, program funding, core grants and block grants, diversity of funding sources for the African partners and the extent of internal or self-generated funding for the African partners.

It has become evident from this study that multiple sources of external funding for the African partners, among other things, empowers them to enter into equitable partnerships, enable them to assert their autonomy and strengthens their hand in negotiating the terms and conditions of funding support. These impacts of multiple sources of funding in turn contribute to raising the institutional profile and credibility which in turn commands increased respect from the donors. And attracts other donors/partners to get involved, and get a piece of the action, so to speak.

The African partners sampled in this study who have diversified funding sources are ORAP, BFL, PROGRESSO, UGCAN, KARIBU, AMR, FEME-ODE, CRUS and, to a lesser extent, SACOD. However, having multiple partners has the potential to weaken the bonds of partnership between any two given partners.

While project-based funding tends to reinforce the donor-recipient relationship and imposes constraints on Southern NGOs in responding to the needs and demands of their beneficiaries, program or institutional funding and block grants facilitate the building of institutional capacity of the Southern NGOs to better serve their respective communities and constituencies. Block grants or core support (as for example, in the OXFAM Canada, ORAP cases) are particularly helpful to the building of the institutional capacity of a Southern NGO that is supported by multiple donors. Providing a block grant demonstrates the responsiveness and flexibility of a Northern NGO to the particular needs of a Southern NGO and is an outcome of a progressive development philosophy. It is also a manifestation of an extraordinary mutual trust among the partners cultivated through a long-term relationship.

The capacity of the African NGOs to generate some funds through various income-generating projects and enterprises plays some part in fostering some degree of equality in the funding relationship with their Northern partners. However, the ability to generate income and its relevance depends on the nature and mandate of a given African NGO. NGOs such as cooperatives, cooperative unions and rural-based organizations have the necessary infrastructure

and the means to generate some income, as for example, UGCAN, some of the cooperative member organizations of the BFL, and ORAP. In Burkina Faso, much of the funding for CRUS goes to institutional support, while the peasant-based unions survive largely on their own agricultural transactions, through food banks and cooperative savings and credit for additional food purchases.

3.8 Sustainability of Partnerships

The issue of the sustainability of partnerships can be examined at operational and strategic levels.

In terms of the operational factors, the sustainability of partnership depends on the extent to which the various elements of partnership such as compatibility, means, operational principles, operational mechanisms, extent of commitment, modalities of funding, and modes of intervention are incorporated into a partnership relationship. The foregoing analysis on the dynamics of partnership has shown how the application of the different elements of partnership contribute to sustain partnerships.

At a broader strategic level, the sustainability of partnerships depends on 3 main factors: institutional viability, organizational capacity, and financial viability of both the African and Canadian partners. Since partnership and institutional/organizational strengthening are intimately linked with each other, one can argue that the sustainability of partnerships depends on the institutional and organizational strengthening resulting in institutional viability. Conversely, the sustainability of institutional/organizational strengthening and institutional viability depends on partnerships.

The organizational viability of the African partners brought about by the various ways and means of strengthening their institutional capacity is one of the necessary conditions for enabling and empowering African partners to enter into partnerships that are productive, meaningful and sustainable. Similarly, the sustainability of partnerships depends on the building of their organization and strategic capacity in a wide range of areas which include the following: their democratic decision-making structures through their Boards and General Assemblies; their capacity to effectively address and meet the developmental needs of their constituencies; the democratic involvement of people including women at different levels in their organizations; and South-South linkages, international networking, alliance building, and policy dialogues.

The financial viability of the African NGOs is also a crucial factor that plays an important part in building the sustainability of partnerships. Their financial viability includes moving away from depending on only one external donor to diversifying their external funding sources, and their capacity to generate internal funding through their income-generating activities and projects.

3.9 Concluding Remarks

The diversity of partnership relationships that has emerged from the analysis of the dynamics of partnerships and the findings of the patterns and impacts of partnership and institutional strengthening is a testimony of the richness, creativity, and innovativeness that partnership relationships are capable of developing. There are different models and patterns of partnership. Each mode has its own strengths and generates a unique set of opportunities, challenges and impacts, and each mode has its own constraints. Working together in a partnership mode presents many challenges, but a strong conviction in the development paradigm underlying the notion of partnership and institutional strengthening makes these challenges exciting and worthwhile to grapple with.

CHAPTER 4

LESSONS LEARNED

4.1 Introduction

This chapter reviews and analyses some of the important lessons learned in a number of critical aspects of the partnership endeavour between African and Canadian agencies. The chapter points out the lessons learned on partnership in general and on managing disengagement as a means of promoting autonomy, and records the experience and challenges of using partnership as a model for carrying out this study. Many of the insights gained from this study on the theme of partnership and organizational strengthening have been alluded to in the preceding chapter. The purpose of this chapter is to highlight the major lessons learned.

4.2 Lessons Learned on Partnership

The major lessons learned from this study on the theme of partnership and organizational strengthening are the following:

- ◆ One of the important observations made is the very dynamic range of interactions which constitutes the partnership landscape among African and Canadian NGOs. This diversity in operationalizing the partnership principle suggests a maturity of the process, as partner agencies are evolving models unique to their common experiences, rather than adopting stereotypical approaches.
- ◆ The profile of any one partnership is determined by a particular configuration of different factors and elements such as compatibility of the partner organizations, means of partnership, operational principles, operational mechanisms, extent and level of commitment, modalities of funding, and mode of intervention.
- ◆ Different modes of intervention in building partnerships create different models of partnership. Each model has its own strengths and generates a unique set of opportunities, challenges and impacts, and each model has its own constraints.
- ◆ Partnership building needs a considerable investment of time and human resources by both the partners. In particular, it requires the institutional strengthening of Canadian NGOs to enable them to operationalize partnership relations effectively.

- ◆ For most of the agencies studied, the process of building partnerships started with a response to practical developmental needs of their African partners. Increasingly, these agencies have developed a high sensitivity and interest in the process. Yet, the prevailing orthodoxy that rewards agencies supporting "projects" inadvertently reduces the incentive to invest time and effort in the evolution of creative partnerships for institutional strengthening. Partnership building needs a major commitment of time and human resources by both the partners and their support agencies. In particular, it requires the institutional strengthening of Canadian NGOs to enable them to operationalize partnerships effectively.

- ◆ While most agencies have evolved systems of partnership that work to serve their collective interests, they have not necessarily reflected on these systems and recorded them accordingly. A policy statement on the philosophy and principles of partnership helps to portray the kind of development philosophy espoused by a given NGO and clarify expectations in the partnership relationship. It also provides a framework within which partners are enabled to develop and refine appropriate methods, means and operational mechanisms of partnerships. However, a key lesson on this issue is that, where such partnership policies have been formulated unilaterally, as in program strategies of Canadian NGOs towards their Southern counterparts, these have been of little utility beyond assisting the Canadian NGO in question to "select" partners or projects which meets its own "self interest and orientation."

Policy statements on partnership that evolve out of dialogue between and among partners tend to reflect the collective vision, expectations and experiences of the partner agencies.

- ◆ An interesting cluster of cases portrayed in this study evolved their partnership relationships long before the particular PAC-funded activities. However, owing to the personal nature of these relationships, hardly any written record is available on the agreements transacted. Protocol agreements or accords (not technical contracts) on a given program of institutional strengthening serve a very useful purpose in stating a brief philosophical rationale for entering into a partnership and in defining the roles, responsibilities and expectations of the partners.

- ◆ In addition to institutional strengthening, partnerships are greatly strengthened if the partners engage in many diverse activities such as international networking, alliance building, North-South linkages, South-South linkages, policy dialogue, advocacy work, study visits, and development education. Among other things, such activities help in building the strategic capacity of the African partners and enrich the development education programs of the Canadian partners.

- ◆ In the case of partnership models which involve several partners, partnership become more equitable if joint decision-making structures are established involving equal decision-making powers.
- ◆ Since partnerships are in a constant state of evolution and change, a process of formal periodic review and reflection on partnership relationship contributes in renewing and sustaining partnerships.
- ◆ Long-term commitment and an enduring capacity on the part of Canadian NGOs significantly contribute in sustaining and nurturing partnerships.
- ◆ Mutual accountability, openness and transparency play a critical role in making partnerships productive and intimate.
- ◆ Compatibility between the partners in terms of values, vision, philosophy, world view, solidarity, and sector of work facilitates in building strong and viable bonds of partnership.
- ◆ Mutuality and mutual trust in partnership have the potential to be constrained by the presence of a field office of a Canadian NGO which may sometimes exhibit a tendency of "breathing down the necks" of their African partner.
- ◆ Partners who are engaged in popular and social movements characterized by a strong sense of international solidarity and political alliances have a greater propensity to develop strong bonds and a higher quality of partnership.
- ◆ Multiple sources of funding for the African partners reduces the constraints of their dependence on any one partner thereby facilitating and empowering them to enter into partnerships that are equitable.
- ◆ Based on the African NGOs' strong desire to engage in South-South linkages and the positive impacts such linkages have had, adequate resources need to be allocated to this component of building the institutional and strategic capacity of the African partners.
- ◆ Since there are numerous opportunities to engage in different areas of collaborative work which strengthen partnership relationships such as joint research projects, such initiatives need the creative space for funding support.
- ◆ While many agencies, both Canadian and African, pay serious attention to partnership as a development principle, they very rarely see the process as an end in itself. For those that conceptualize partnership and organizational strengthening as ends in themselves, they lack the skill to formulate project or

program ideas that reflect the concretization of partnership and institutional/organizational development. Consequently, they believe that partnership by itself cannot really attract funding support. Given the richness and diversity of partnership relationships and opportunities and challenges of building partnerships, it would be worthwhile (a) for Canadian and African NGOs to continue the dialogue; (b) create conscious fora for reflection and learning on the theme of partnership and organizational/institutional development, through workshops and seminars; (c) sponsor training efforts for exchange of skills through participatory and experiential learning among NGOs on the principles and practices of partnership.

4.3 Lessons Learned on the Process of Planned Disengagement

One of the profound effects of partnership endeavours which focus on the strengthening of African NGO capacity to mobilize people at the base (community, village, women) through functional training, literacy and resource management has been an increase in popular participation in development. Yet, this type of support has been heavily dependent on a broad network of extension workers and project staff, often hired and paid by the funding partners. This tendency could breed perpetual dependency. Thus, a critical lesson of this study is that, a balance needs to be established between support to community-based institution building, that at the same time promotes sustainable autonomy (not dependency) of the African partner agencies or communities. How can this be done?

The answer to the question of a critical balance between partnership, autonomy and long-term sustainability is being attempted in the most significant innovation in partnership implemented in Burkina Faso, between ACORD and the CRUS. This process has been referred to as a planned disengagement by the funding partner. Planned disengagement is a systematic and mutually-negotiated program involving the transformation of partnership arrangements from one level to a higher level (see chapter 5 for details on levels of partnership).

In the evolution of their partnership, ACORD and CRUS have elaborated a three-year program with the following key elements:

- to undertake joint programming at the macro-level, beginning with the three-year program of disengagement;
- to facilitate the exposure and subsequent linkage of the CRUS to multiple funding and external partner agencies, using the three-year program of disengagement as an entre-point, but proceeding with detailed sector planning and activities, once partners were found for specific components of the plan.¹⁸

¹⁸. For details of this program, see "Programme d'appui aux organisations socio-économiques villageoises au Sahel: Desengagement d'ACORD et Renforcement du CRUS (Période 1994-1996)", April 1994.

- to transfer all routine project management functions to the network of peasant unions (CRUS) and its constituent provincial unions (UGVO, UGVA);
- to accord a strategic role for ACORD, as a core partner whose intervention is limited to the provision of technical assistance (as required) in preparation of technical proposals, networking and advocacy on behalf of CRUS.

Important lessons can be learned in this novelty of a "planned disengagement."

The most significant of these lessons for this study on partnership and organizational strengthening is that, planned disengagement as conceived and implemented by the two partners is not a withdrawal of the funding partner, and should not be perceived as such. This has meant that the funding partner has had to tread a delicate path, between carefully explaining to the African partner the merits of this process for the building of autonomy, while recognizing the risks involved in the process. Consequently, a number of principles and procedures are essential for a successful planned disengagement:

- (a) full disclosure of the constraints, opportunities and risks involved in the process to the African partner, and a frank discussion of the objectives and options for carrying out this exercise.
- (b) starting the process as a planning and programming exercise, itself involving a long-term (multi-year) commitment of the partners to achieve the objectives of planned disengagement. This is in sharp contrast to the tendency of some Northern partner NGOs simply informing their African partners that funding and support will stop by a "certain year" and requiring the African partner "to adjust to the realities" over that time period.

In the specific case of the ACORD-CRUS disengagement plan, a three year commitment was outlined, involving substantial resource allocation to support the building of institutional and organizational capacity for the impending task of CRUS's autonomy.

- (c) Demonstrating the direct benefits of autonomy of the African partner, through the prospect of increased (not reduced) resource commitments from other partners. In the specific case of the ACORD-CRUS exercise, a large donor conference was convened by CRUS (with support from ACORD), to outline the disengagement plan (in the form of a three-year program) and to seek other partners for its various components. This was a particularly important strategic strengthening exercise, as it both bolstered the image of the African partner, while reducing the perceived risks of ACORD's arm's length relationship (or disengagement).
- (d) Finally, planned disengagement as conceived and implemented by the two partners is not another project, rather, it is a process involving:

- an intensive planning
- on-going training and exchange of skills at all levels (both community and organizational)
- enhanced legal status of the African partner

- diminished field presence of the Northern partner (with a drastic reduction of the field office personnel of ACORD) thereby demonstrating the seriousness of the transformation.¹⁹

4.4 Lessons Learned on the African and Canadian Partnership in Conducting this Study

The collaboration between African and Canadian consultants in undertaking this study has resulted in fruitful outcomes and corresponding challenges similar to the experiences of the partnerships under the study.

(a) Cross-Fertilization

The conception of the research methodologies, issues to emphasize and methods to be adopted resulted in a rich cross-fertilization of ideas between Africa and Canada. Thus, while formal interview protocols were used in gathering some data in Canada, a participatory method was adopted in much of the data gathering in Africa. This blend, which took cognisance of the specific contexts of both locations, greatly facilitated the richness of information.

In the data collection phase of the Sahel activities, a blend of cultural and linguistic expertise between the Canadian and African consultants, allowed both for the precision of information collected and their decoding from an African perspective. In particular, this lesson was instrumental in dealing with the delicate discussions on Gender and Development strategies, and in particular, on the issue of local autonomy vis-a-vis Canadian NGOs.

(b) Synergy and Learning

The contractual obligations of producing a study report aside, the partners in this study embarked on a consistent strategy of promoting synergy and creating opportunities for exchange of skills as an integral part of the study process.

In a four-day workshop organized in Africa to prepare the framework for the analysis of data, the African and Canadian consultants in this study also learned new realities and constraints of working in Africa, dealing with NGO issues, the politics of North-South relations and the very essence and strategies of a "thematic study" as opposed to an evaluation.

(c) Practical Tools

In delineating the essence of a study, the African and Canadian partners in this exercise felt a

¹⁹. In cases where disengagement is perceived of as withdrawal, the Northern partner may maintain the same level of field presence and an enhanced role in other projects or partners in the same country. Such a situation could suggest some inherent dissatisfaction with the partner from whom disengagement is being sought.

collective and shared commitment to avoid critique, and to provide instead, useful tools for the self-assessment of the partnership process and dynamics.

(d) Constraints

One of the inevitable lessons learned was the sheer magnitude of communication difficulties, across linguistic, geographic and personal style differences. This, coupled with the interaction with over a dozen Canadian and African agencies, in half a dozen countries and nearly 15 separate locations, made the planning, coordination and management of the study process a daunting task.

Ironically, the crucial lessons and resulting frustrations with the partnership among the consultants in this study, also sharpened their sensitivity to the sorts of issues that constrain and challenge African and Canadian partner agencies involved in longer-term commitments to the development process.

CHAPTER 5

PARTNERSHIP AND INSTITUTION BUILDING MATRIX: A TOOL FOR SELF-EVALUATION

5.1 Introduction

The dilemma that confronted both the initiators (PAC) and implementors of this study at the onset was whether or not to call it an "evaluation." In opting for a study on partnership and organizational strengthening, it was agreed that the patterns would be analyzed as they manifest themselves empirically. However, such a study would be incomplete without providing tools for self-assessment and analyses by the partner agencies themselves.

This chapter follows logically from Chapter 3 on "The Dynamics of Partnership". It is an attempt to provide a framework for African and Canadian partners to analyze their own experiences, and if they wish, to evaluate their progress towards sustained partnership and organizational strengthening relationships. The chapter is divided into three sections:

- ◆ The first section explains the central ideas of the matrix, its objectives and uses.
- ◆ The second section provides a framework for partnership analyses using the matrix.
- ◆ The third section explains how partnership can be viewed in terms of levels, and how various partnership indicators can be used to help in the evolution and strengthening of the partnership process.

5.2 The Partnership Matrix

Building partnership involves a complex set of interactions. It is not possible to capture this complexity in one study of a handful of agencies. The glimpses that are presented in this study can therefore provide only useful tools, a peep-hole into this complex endeavour. Hence, the objectives of this matrix are:

- to provide a reference point of issues and indicators which might be useful in structuring an analysis of individual experiences.
- to promote further dialogue and reflection among Canadian and African partners on the concept and principles of partnership.
- to generate additional input on types, elements, indicators and outcomes of partnership and institutional strengthening attributes which may not have been captured by this study.

- to provide an opportunity for partners to engage in a joint review and assessment of their experiences, processes and strategies for achieving effective partnership and organizational strengthening.

FIGURE 2

PARTNERSHIP AND INSTITUTION BUILDING MATRIX

ELEMENTS	INDICATORS
1. Compatibility	<ul style="list-style-type: none">■ extent to which values, vision, world view, philosophy, and political ideology are shared■ extent to which shared values shape development orientation■ commonality or complementarity of sector of work or profession■ extent and nature of solidarity on issues (specific, global)
2. Means of Partnership	The range and diversity of means, including: <ul style="list-style-type: none">■ institution building■ organizational development■ project support (poverty alleviation)■ technical assistance■ North-South linkages■ South-South linkages■ international networking■ policy dialogue■ mutual advocacy■ development education
3. Operational Principles	<ul style="list-style-type: none">■ mutual trust and respect■ mutual accountability■ transparency■ common objectives and goals■ openness■ flexibility■ sensitivity to each other's context (analysis, reflection)■ respect for partner's autonomy■ policy statement on partnership■ protocol agreement on partnership

4. Operational Mechanism	<ul style="list-style-type: none"> ■ extent of personal contact and visits ■ joint decision making process and structures ■ frequency of review of partnership ■ nature of monitoring and evaluation (whether joint or not) ■ study visits, research on each other's context ■ means, methods, and range of communication ■ two-way exchange of ideas and information
5. Extent of Commitment	<ul style="list-style-type: none"> ■ duration of relationship ■ extent to which commitment is long or short-term ■ enduring capacity ■ level of resources ■ diversity of resources ■ valuation of resources
6. Modalities of Support	<ul style="list-style-type: none"> ■ project funding ■ program funding ■ core grants or block grants ■ single or multiple funding ■ broker ■ funding facilitator ■ diversity of funding (multiple donors, internal sources) ■ ratio between internal and external funding capacity ■ any other means of empowerment
7. Mode of Intervention	<ul style="list-style-type: none"> ■ field office ■ consortium ■ satellite or surrogate partner ■ international coalition ■ international network ■ solidarity linkages ■ "proxy" mechanism (via other agencies) ■ round table
8. Outcomes	<ul style="list-style-type: none"> ■ extent to which benefits are perceived to be mutual ■ extent to which relationship brings other

	<ul style="list-style-type: none"> opportunities ■ challenges ■ exchanges ■ increased access to other resources ■ increased credibility ■ domestic and international recognition
9. Sustainability	<p>A. Extent to which operational sustainability of partnership is enhanced by presence or absence of elements of partnership)</p> <p>B. Institutional Viability</p> <ul style="list-style-type: none"> ■ management capacity/systems ■ administrative/operational infrastructure ■ human resources development <p>C. Organizational Capacity</p> <ul style="list-style-type: none"> ■ gender equity ■ democratic decision-making structures ■ popular participation <p>D. Financial viability</p> <ul style="list-style-type: none"> ■ diversity of resources ■ capacity for internal funding ■ self-generated incomes ■ beneficiary subscription, contribution (cash and kind)

This matrix should be seen as a flexible and adaptive analytical tool-box to which agencies and individuals can add or subtract. Indicators that do not apply to particular circumstances can be de-emphasized, while others which are not mentioned can be included and given their commensurate significance.

5.3 The Partnership Matrix Worksheet

The partnership matrix worksheets²⁰ are forms that can be used by partner agencies to:

- (a) outline partnership goals;
- (b) relate these goals to partnership indicators;
- (c) evaluate their present partnership and institutional strengthening activities against these goals; and,
- (d) arrive at their own assessment of the level of partnership attained and what is required to up-grade their relationship to higher forms of partnership.

By this worksheet, each of the elements of partnership identified above are regarded as Strategic Goals;²¹ each goal then has a set of goal indicators.²² The partner(s) are then required to complete the last two sections on the right hand side of each worksheet by:

²⁰. These worksheets are adapted from Using Development Indicators for Aboriginal Development, A Guidebook, by the Development Indicators Project Steering Committee, Department of Indian Affairs and Northern Development (DIAND), Canada, September 1991.

²¹. Partner agencies are encouraged to select from this menu any set of Strategic Goals consistent with their chemistry, or add others which are not described here.

²². Only one goal indicator is presented here as an example. Partner agencies can choose any number of goals from the menu provided in Figure 1, or add any others that are applicable to their circumstances.

- (a) summarizing the activities currently in place to foster the attainment of that goal indicator; and,
- (b) strategies to improve the attainment of higher forms of that indicator.

FIGURE 3

PARTNERSHIP MATRIX WORKSHEET

Strategic Goal	Goal Indicators	Activities	Enhancement Strategies
To foster increased compatibility	status of values, vision and philosophy		
	status of development orientation		
	extent of joint analysis of issues and orientations		
To increase the variety in the means of partnership	status of institution building		
	progress in organization development		
	extent of project support		
To negotiate and entrench sound operational principles	tendency towards mutual trust		
	extent of transparency and openness		
	sensitivity to partner's context		

Strategic Goal	Goal Indicators	Activities	Enhancement Strategies
To institute and consolidate sound operational mechanisms	extent of personal contacts and visits		
	extent of joint decision-making and planning		
	extent to which monitoring and evaluation is undertaken jointly		
To foster longer-term commitments	duration of current commitment		
	extent to which difficulties have been surpassed		
	quality/quantity of resource commitment		
To evolve appropriate and mutually acceptable mode of intervention	nature of field presence		
	options preferred by partner		
	partner's logistical and programming capacity		

Strategic Goal	Goal Indicators	Activities	Enhancement Strategies
To diversify the modalities and mechanisms of funding	range of funding sources		
	focus of funding (project, program)		
	funding type		
To promote mutually beneficial development outcomes	extent of benefits		
	range of opportunities		
	extent of empowerment		
To achieve long-term sustainability	extent of institutional viability		
	nature and scope of organizational capacity building		
	extent and range of financial viability measures		

5.4 Levels of Partnership

The nature and pattern of partnerships that emerge through the interplay between the different elements and indicators of partnership as listed in the matrix can be viewed in terms of levels and intensity of partnership. This study proposes viewing the evolution of partnership in a continuum of four levels, as schematised in the diagram below.

Level I Level II Level III Level IV

D = Donor R = Recipient P = Partnership

The basic concept behind the delineation of levels of partnership is the extent to which a given partnership is able to transcend a mere funding relationship, evolve towards equality in partnership, and operate on the basis of partnership that is characterized by the different elements and indicators of partnership that ultimately result in diminishing or blurring the donor/donee dimensions of Northern and Southern NGOs.

In Level I of this conceptualization, a donor-recipient relationship is prominent, even though some elements of partnership may underpin the relationship. The agencies involved may be compatible in their developmental orientation, may be involved in similar sectors, but may lack the shared values and vision towards achieving that developmental orientation. The main instrument of their relationship at this stage may be funding, based solely on one project activity,

and involving no joint decision making or planning. Under this level of partnership, issues of long-term commitment are sacrificed for short-term one-off project support, often with very precisely defined project outputs whose indicators are carefully monitored by the donor.

In Level II, the partnership yoke is wider, characterized by a greater degree of compatibility and complementarity. Still at this level, the main lever of interaction may still remain one of funding a project, but the set of interactions may be more than the technical requirements of the project activities. If the partners have been involved in this activity over some duration of time, Level II partnership may depict a higher level of understanding of each other's context, such as constraints of the environment, social and economic difficulties etc., but the sensitivity of the partners to these situations may still be lacking. For the most part, Level II partnerships still reflect a high donor-recipient inclination in funding, programming and decision making.

The depiction of Level III partnership sees the partnership yoke considerably large, and a concomitant reduction of the individual identity of the partners themselves, in terms of their separate vision, development orientation and decision making. Further, Level III partnerships may reflect a higher diversity in modes of intervention, encompassing institutional strengthening, organizational capacity building and other attributes of partnership with "technical" project support. Here a greater scope of joint decision making develops, understanding of each others' context develops into a sensitivity and respect, strategies of promoting autonomy begin to evolve and the range of communications and personal interactions become increasingly diversified, as do the funding and resource commitments to the partnership. As well, questions of long-term commitment begin to receive serious discussion, and the stage is set for take-off in the direction of an enduring partnership.

This evolution culminates in Level IV, where partnership takes on an equal, mutual and intimate relationship and where the donor/donee dimensions in the partnership relationship are blurred. At this level of partnership, there is a prominent manifestation of most of the indicators under the elements of compatibility, means of partnership, operational principles, operational mechanism, outcomes, and sustainability as outlined in Figure 2.

One of the challenges thrown back to the practitioners of partnership is how to evaluate their own performance in this highly enriching development process. For this reason, the authors of this study would like a feedback from African and Canadian partners, both on the elements of partnership (strategic goals) and the application of the matrix to their own experiences and circumstances.

APPENDIX A

POLICY DOCUMENTS ON PARTNERSHIP

Organisation of Rural Associations for Progress

ORAP/Donor Co-operation The Maphisa Understanding 31 January 1990

What is ORAP?

ORAP is a movement of rural people for their own development. ORAP members use their culture as a tool for social analysis, self understanding and empowerment. As such ORAP's development strategies and structure are based upon the culturally significant family units and the process of "amalima" - which translates "mutual work parties".

1. ORAP is Conscious of:

- 1.1 A long history of oppression, exploitation and marginalisation of rural people.
- 1.2 Persistent denial of rural people's means of self-mobilisation, participation and access to means of production and self expression.
- 1.3 ORAP is also conscious of the extreme economic, political and social deprivation under which rural people are subjugated.

These forces have been combined to render rural people as dependent and lacking in self confidence, making it easy for the nation states and other national states and other national and international institutions to exclude them from decision making processes.

2. In Consequence Thereof, ORAP Values and Cherishes the Following:

- 2.1 People's participation
- 2.2 Democracy
- 2.3 Development as a process
- 2.4 The role of tradition and culture in development
- 2.5 People's ownership of the development process
- 2.6 Its autonomy
- 2.7 People's responsibility for their development
- 2.8 Intellectual, material and economic contribution of rural people to their development

2.9 Solidarity based on commonly shared values

2.10 Mutual accountability both within the ORAP membership and other co- operators

2.11 Exchanges, networks and sharing of information and experiences among rural people and other disadvantaged people

2.12 Material, financial and technical support given in the context and on the basis of commonly shared values.

3. ORAP's Obligations to its Co-operators

3.1 Timely reports and responses

3.2 Appropriate information

3.3 To receive timely and well planned visits to ORAP

3.4 To warn, advise, alert co-operators (donors) on sensitive situations concerning new development engagements

3.5 To undertake to understand and respect the constraints philosophy and policies of those who support ORAP's work

3.6 To be consistent, as far as possible, between theory and practice

3.7 In the spirit of openness, to accept criticism from within, as well as from its partners if given in good faith.

3.8 To clarify at all times that ORAP's autonomy and decision making in the best interests of its members are not negotiable.

3.9 To support co-operators in the advantages and development education roles in the own countries

3.10 Evaluation - Explain nature and extent of ORAP's part in evaluation

3.11 To develop systems for:

- streamlined, and standardised financial and narrative reporting requirements
- managing visitors

3.12 Openness in areas of mutual interest

4. ORAP's Expectations of Its Development Co-Operation

- 4.1 To be consistent in approach, policies and responses, as far as possible
- 4.2 To seek to be transparent - institutionally and personally
- 4.3 The policies regarding programming to be clearly communicated to ORAP
- 4.4 The institution to clarify the roles and responsibilities of different levels of their staff
- 4.5 Clarify their accountability structures
- 4.6 Clarify their appeals process in case ORAP is dissatisfied with a decision
- 4.7 To communicate clearly - sharing and receiving constructive criticism with ORAP and between donors
- 4.8 To negotiate (not impose) the negotiable and to make clear the non- negotiable
- 4.9 To discuss both proposals and their institutional characteristics, to warn, advise, alert and to keep ORAP informed on what's going on in the donor countries, and on matters which are likely to affect ORAP's development
- 4.10 To build and maintain solidarity
- 4.11 To learn from the work of ORAP
 - providing adequate and co-ordinated time to visit
 - providing adequate time to meet
 - to read and respond to evaluations
 - building an internal learning process within the donor organisation in order to ensure continuity of healthy relationships and understanding between ORAP and donor institutions beyond the individual relationships of persons on both sides
- 4.12 Staying power of the donors through thick and thin
- 4.13 To maintain and reinforce ORAP's autonomy
- 4.14 To provide agreed resources in a timely fashion
- 4.15 To support ORAP in their process of streamlining and standardizing the financial and narrative requirements and to manage visitors
- 4.16 To attend an Annual ORAP/Donor meeting to discuss the relationships and the Development process

- 4.17 To be committed to support ORAP's long term institutional viability
- 4.18 To have an internal system for self criticism (within each donor organisation)
- 4.19 In situations of conflict or potential misunderstanding ORAP expects restrained use of emotive language which can do far greater damage beyond the immediate issue
- 4.20 To undertake to understand and respect the constraints philosophy and policies of ORAP.

DEFINITION OF MUTUALITY

(Developed by Saskatchewan Linkage Committee and CUSO Saskatchewan)

Mutuality is a political alliance that acknowledges equality and equal development within a partnership. Integral to the concept of mutuality involves negotiating a common agenda with the equal participation of partners who are accountable to each other. In a mutual relationship, partners recognize the evolving nature of the relationship, which may change because of the external or internal factors. A mutual partnership is premised on the commitment to a common struggle for common goals.

Underlying Principles:

- developing a common vision of potentials based on resources, trust, understanding, honesty, political compatibility
- sharing a basic understanding of benefits for all partners such as learning, resource transfer and advocacy.
- sharing control of and responsibility for funding, power and the development of agendas

MUTUALITY IS ENHANCED BY:

- base partnerships on political alliances
- develop cultural sensitivity/exposure to traditions, differences, commonalities among partners
- allocate financial and human resources for partner awareness
- Negotiate accords, making common

issues concerns explicit, strengthen the concept of accords view them as political documents (For Partners & CUSO)

- increase base organization input to decision making
- increase the facilitation of face to face meetings of partners
- implement policy direction of CUSO
- promote reciprocal cooperant placements expand on the political significance of solidarity placements

Not enhanced by:

- degree of the partners dependence on CUSO in terms of finances and bureaucracy (no mutual relationship)
- lack of technology to facilitate communications
- lack of material/technical support
- the effect of policies such as structural adjustment in partners
- lack of education on need for coalition work within partner groups and or parts of CUSO
- cultural and language differences
- letting problems continue undealt with
- difference in viewpoint, analysis and ways of actions to resolve/solve problems
- CUSO's "big brother" relationship
- CIDA funding requirements
- lack of continuing commitment
- Question of who sets the agenda no clarified and agreed upon

APPENDIX B

LIST OF PERSONS CONTACTED

LIST OF PERSONS CONTACTED

PROJECT: "APPUI AUX FEMMES PRODUCTRICES DE LA COMOIE" (BURKINA FASO)

IN CANADA:

Save the Children - Canada

Lucie Goulet
Program Manager

Nancy Foster
Program Officer

IN BURKINA FASO:

Save the Children - Canada

Diane Trahan
Program Director
Burkina Faso Office

Paulina Hien Winkoun
Responsible for SCC Programme for women

Sia Francis
SCC Projects Officer
Province de la COMOIE

Diao Haoua
SCC Animator
Province de la COMOIE

Omar Millogo
DPASF Director
Departement du Service Provincial de l'Action Sociale
et de la Famille

Rita Lamoukry
Assistant Director
UCEB - Union des Coopératives d'Epargne et de Crédit Burkinabe
Bobo-Dioulasso

Issa Sorgho
CRPA Chef Service Provincial de l'Organisation et de la Formation Professionnelle des Producteurs.

Centre Régional de Promotion Agro-pastorale

Women from the FARAMANA Women's Group
Urban women's group in Banfora supported by SCC
12 Participants, all women.

The members of the **Santiéna Koudjo's** Village Group
Mixed village group 45 km outside Banfora Supported by SCC
Approximately 40 participants - mixed male/female.

PROJECT: "PROGRAMME D'APPUI AUX ORGANISATIONS SOCIO-ECONOMIQUES VILLAGEOISES DANS LE SAHEL"

IN CANADA:

Inter Pares

Lise Latrémouille
Director

IN BURKINA - FASO:

Jacques Gagnon
Coordinator in Burkina-Faso
ACORD - Association de Coopération et de Recherche pour le Développement.

Maiga Almahadi
ACORD Technical Assistant, responsible for the rural component.

Sanata Zabsonre nee Tassebede
ACORD Technical Assistant, responsible for gender issues

Salam Guedraogo
Agent
CRPA - Centre Régionale de Promotion Agricole et Pastorale

The members of the **CRUS's - Comité Régional des Unions du Sahel**
Regional Bureau in Dori
10 Participants, all men

The members of the **UGVA - Union des Groupements Villageois d'Aribinda** in Dori

3 Participants, all men

The members of the **UGVO - Union des Groupements Villageois d'Oudalan** in Gorom-Gorom
5 Participants, all men.

The members of the three village groups of KORIZENA, 50 km outside Dori.
The farmers' group, the cattle-breeders' group and the women's group
Approximately 60 participants in focus group workshops, male/female.

**PROJECT: INFRASTRUCTURE BUILDING IN HUMAN RESOURCES
DEVELOPMENT**

IN CANADA:

Christian Children's Fund of Canada

Jim Dahl
Director of Program

Bruce P. Campbell-Janz
Program Officer

IN BURKINA FASO:

Celestin Batiénon
CCFC Field Director
Christian Children's Fund of Canada
Burkina Faso Field Office

Samuel Yaméogo
ODE Executive Secretary
Office de Développement des Eglises Evangéliques

Micheal Yanogo
ODE Projects Coordinator

Jacques Neya
ODE Field Personnel Coordinator

**PROJECT: "APPUI AUX ACTIVITES D'AUTO-PROMOTION DES POPULATIONS
DU CERCLE DE DIOILA"**

IN CANADA

Carrefour Solidarité Internationale

Marco Labrie
Project Officer

IN MALI:

Claude Giles
Coordinator in Mali
SUCO

Bakari Doumbia
KILABO

Moctar Traore
KILABO General Coordinator

Moussa Konate
KILABO Project Coordinator in Dioila

Moussa Taore
KILABO Project Coordinator in Banco

Amadou Sidibe
KILABO Project Officer

Members of the Banco village group
Mixed village group 25 km outside Bamako supported by KILABO
Approximately 15 participants, male/female but participating separately.

PROJECT: "COMMUNICATIONS FOR DEVELOPMENT PROGRAM IN SOUTHERN AFRICA"

IN CANADA

Vidéo Tiers Monde

Marie-Hélène Bonin,
Former Coordinator of **Southern Africa Communications for Development (SACOD)**

Sophie Therrien
Director

IN MOZAMBIQUE

EBANO Multimedia

Pedro Pimenta
Director

Joao Ribeiro
Realizador/Produtor

IN ZIMBABWE

Southern Africa Communications for Development

L. Jorge Ferrao
Coordinator

Capricorn Video Unit

Peggy Matsaira
Administrator,

Prudence Uriri
Editor,

Ann Holmes,
Former Producer,

PROJECT: BUILDING DEVELOPMENT CAPACITY IN MOZAMBIQUE

IN CANADA

Cooperation Canada-Mozambique

Michael O'Connor
Manager

IN MOZAMBIQUE

NNDC - Nampula NGO Development Centre

Carlos Fumo
Coordinator

Rex Fyles
Program Advisor

Salvador Talapa
General Secretary

Roberto Armando
Technical Advisor

KARIBU

Albino Belo
Manager

Estevao Araujo
Deputy Manager

Inacio Pachina
Treasurer and Member of the Board of Directors

Patricio Polupo
Technical Advisor

Zungrai Tusai
Accounts Advisor

Anna Paula Tuvahali
Representative of the UGCAN Women's Cooperative Committee and Secretary of the Board of Directors
General Union of Agricultural Cooperation of Nampula

PROJECT: BACKING THE FRONTLINE

IN CANADA

Saskatchewan Linkage Committee

Denise Hildebrand
Volunteer

IN ZIMBABWE

Zimbabwe Committee for Backing the Frontline

Casmel Chimbadzwa

Coordinator

IN MOZAMBIQUE

CUSO and Mozambican Committee for Backing the Frontline

France Desonier
Linkage Coordinator

PROJECT: CORE SUPPORT TO ORAP

IN CANADA

OXFAM CANADA

Jim MacKinnon
Program Officer

IN ZIMBABWE

ORAP - Organization of Rural Associations for Progress

Sithembiso Nyoni
Executive Coordinator

Mpiliso Ndiweni
Social Mobilization Coordinator

Themba Ndiweni
Water and Technical Services coordinator

Issac Mpofu
Institution Building and Training

Phio Ngulube
Institution Building and Training

N. Ndube
Food Security and Environment Unit

P. Ntuli
Income Generating projects

F. Mafeking
Women's Programs

Rhozina Mpofu
Mobilization Unit Coordinator

H. Sibanda
Training Unit

Livion Nhini
Development Centres and Networking

Jeremiah Khabo
Internal Auditor Secretariat

Detain Dube
Finance and Accounting Services Coordinator

Inviolata Moyo
Institution Building and Training Administrator

Lucia Dube
Administrative Secretary

PROJECT: AGRICULTURAL CO-OPERATIVE PROMOTION AND NETWORKING

IN CANADA

Steelworkers Humanity Fund

Judith Marshall

IN MOZAMBIQUE

UGCAN - General Union of Agricultural Cooperatives of Nampula

Albino Belo
Manager

Estevao Araujo
Deputy Manager

Inacio Pachina
Treasurer and Member of the Board of Directors

PROJECT: PROGRESSO Development Program

IN CANADA

Development and Peace

Serge Blais
Project Officer

IN MOZAMBIQUE

PROGRESSO

Elizabeth Sequeira
Executive Director

Tinie van Eys
Administrator

APPENDIX C

INTERVIEW QUESTIONNAIRES

African NGOs

Interview Schedule

Conception of Partnership

1. Please describe the background on your organization's relationship with your Canadian partner.
2. How do you conceptualize the notion of "partnership" with your Canadian partner? What are the main characteristics of this partnership?
3. Have you developed a policy statement or any other document on the notion of "partnership"? How was this document developed, and what role did the Canadian partner play in this process?
4. To what extent did you appraise the appropriateness of your Canadian partner's philosophy of development in relation to your own before deciding to work together?
5. What kind of written protocol agreements have you made with your Canadian partners? Is this agreement focused primarily on the technicalities of a project contract or does it also cover a broader spectrum of relationship?
6. To what extent are your organization's practical needs met in institutional strengthening?

Organizational and Operational Aspects of Partnership

7. Please explain the organizational and decision-making structures of your organization.
8. To what extent does the project address the vulnerabilities of your organization and those of your Canadian partner? Were these vulnerabilities assessed as part of the project development process?
9. To what extent does your relationship with the Canadian partner transcend beyond the funded project/s?
10. To what extent do you think that your Canadian partner has a long-term commitment to working together with your organization?
11. In your view, to what extent is your Canadian partner committed to facilitating your organization's institutional development?
12. What ways and means have you used to foster mutual trust between your respective organizations?

13. In your assessment, does your Canadian counterpart respect the full autonomy of your organization?
14. In your estimation, what degree of openness exists on the part of your Canadian partner to African priorities?
15. In your view, to what extent does your Canadian partner embrace African perspectives in development issues?
16. In your view, to what extent has your Canadian partner demonstrated a flexibility in implementing the partnership protocol?
17. Is your organization involved in your Canadian partner's board or other committees?
18. Do personal contacts exist between the respective individuals of your organization and those of your Canadian partner? Have you paid a visit to each other's organizations? How frequent?
19. Does your organization have equal access to information and decision-making authority during the various stages of planning, implementing, monitoring and evaluating project activities?
20. Do you have the authority to make changes within certain pre-set limits in a given project without the need to seek permission from your Canadian partner?
21. Have study visits been organized to each other's respective constituency? Have these visits also involved the Board members?
22. Is there a sharing of new knowledge and dialogue on development issues between your two organizations through joint research, publications, meetings, and North-South and South-North exchanges?
23. What role does your organization play in the Development Education program of your Canadian partner?
24. What kind of Canadian/African ties have been established beyond project funding? For example, linkage or twinning projects between the respective constituencies in Canada and Africa.
25. Have you facilitated each other's access to and participation in various Canadian, African and other international development networks?
26. What constraints and problems have you faced in your partnership with the Canadian NGO?
27. Do you have any suggestions in improving your relationship with your Canadian partner?

Impacts of the Partnership Process

28. In your view, to what extent has the project improved your organization's capacity to undertake programming for institutional development?
29. What specific institutional attributes of your African partner has the project enhanced? E.g., decision-making, organization building, popular participation, involvement of women, environmental sensitivity, etc.
30. In your view, to what extent has the project increased the capacity of the African partner to meet the basic development needs of your constituents? In what specific areas?

Gender Equity

31. Does your organization have a written policy or statement on a Gender and Development strategy? If yes, what plans and mechanisms are in place to implement the strategy?
32. Was any gender analysis carried out during the process of project development with your Canadian partner?
33. Does the project address any specific practical needs of women on the basis of gender analysis? If so, what are these needs and how were they determined?
34. What aspects of the practical needs pertain to the alleviation of poverty among women and children?
35. In developing partnership relations, have you determined and addressed the long-term strategic needs of women vis-a-vis men within your organization?
36. To what extent is the partnership relationship geared towards the empowerment of women in both of your organizations? What specific activities have been initiated to foster the empowerment of women?
37. How has the project proposed to address any manifestations of inequities, if any, in the decision making relationships between men and women in your respective organizations?
38. What proportion of women compared with men were involved in project development and decision-making tasks in terms of staff, boards and committees?

Sustainability

39. Does the project have any mechanisms to ensure long-term organizational sustainability?
40. What mechanisms has the project established to assure long-term financial sustainability of project activities?

41. Does the project provide any safeguards against perpetual dependency of your organization on the Canadian one?

Canadian NGOs

Interview Schedule

Conception of Partnership

1. Please describe the background on your organization's relationship with your African partner/s.
2. How do you conceptualize the notion of "partnership" with your African partner/s? What are the main characteristics of this partnership?
3. Have you developed a policy statement or any other document on the notion of "partnership"? How was this document developed, and what role did the African partner play in this process?
4. To what extent did you appraise the appropriateness of your African partner's philosophy of development in relation to your own before deciding to work together?

5. What kind of written protocol agreements have you made with your African partners?
Is this agreement focused primarily on the technicalities of a project contract or does it also cover a broader spectrum of relationship?
6. To what extent are the partner's practical needs met in institutional strengthening?

Organizational and Operational Aspects of Partnership

7. To what extent does the project address the vulnerabilities of your African partner?
Were these vulnerabilities assessed as part of the project development process?
8. To what extent does your relationship with the African partner transcend beyond the funded project/s?

9. To what extent do you have a long-term commitment to working together with your African counterpart?
10. What ways and means have you used to foster mutual trust between your respective organizations?
11. Is your African partner involved in on your organization's board or other committees?
12. Do personal contacts exist between the respective individuals of your organization and those of your African partner? Have you paid a visit to each other's organizations? How frequent?
13. Have study visits been organized to each other's respective constituency? Have these visits also involved the Board members?
14. Is there a sharing of new knowledge and dialogue on development issues between your two organizations through joint research, publications, meetings, and North-South and South-North exchanges?
15. What role does your African partner play in the Development Education program of your organization?
16. Dose your African partner have the authority to make changes within certain pre-set limits in a given project without the need to seek permission from your organization?
17. What kind of Canadian/African ties have been established beyond project funding? For example, linkage or twinning projects between the respective constituencies in Canada and Africa.
18. Have you facilitated each other's access to and participation in various Canadian, African and other international development networks?
19. In your experience, what important and useful things have you learned from your cooperation with your African partner on development or any other issues?

Impacts of the Partnership Process

20. In your view, to what extent has the project improved your organization's capacity to undertake programming for institutional development?
21. What specific institutional attributes of your African partner has the project enhanced? E.g., decision-making, organization building, popular participation, involvement of women, environmental sensitivity, etc.
22. In your view, to what extent has the project increased the capacity of the African partner to meet the basic development needs of its constituents? In what specific areas?

Gender Equity

23. Does your organization have a written policy or statement on a Gender and Development strategy? If yes, what plans and mechanisms are in place to implement the strategy?
24. Was any gender analysis carried out during the process of project development with your African partner?
25. Does the project address any specific practical needs of women on the basis of gender analysis? If so, what are these needs and how were they determined?
26. What aspects of the practical needs pertain to the alleviation of poverty among women and children?
27. In developing partnership relations, have you determined and addressed the long-term strategic needs of women viz-a-viz men within your organization?
28. To what extent is the partnership relationship geared towards the empowerment of women in both of your organizations? What specific activities have been initiated to foster the empowerment of women?
29. How has the project proposed to address any manifestations of inequities, if any, in the decision making relationships between men and women in your respective organizations?
30. What proportion of women compared with men were involved in project development and decision-making tasks in terms of staff, boards and committees?

Sustainability

31. Does the project have any mechanisms to ensure long-term organizational sustainability?
32. What mechanisms has the project established to assure long-term financial sustainability of project activities?
33. Does the project provide any safeguards against perpetual dependency of the African NGO on the Canadian one?