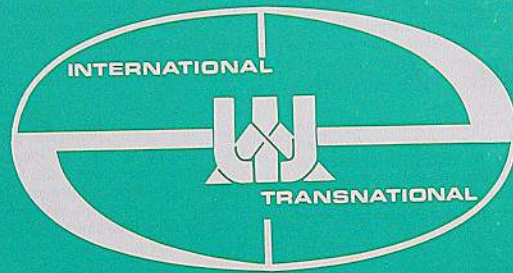


TRANSNATIONAL

ASSOCIATIONS

TRANSNATIONALES



Which Work
ought to be Paid?

La coopération entre les
Communautés européennes
et les ONG de développement

1989 - n° 2

The review of international
associations and meetings

Revue bimestrielle Mars-Avril 1989
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des réunions internationales

TRANSNATIONAL

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41th year

Revue bimestrielle 1989

41^e année

•This publication, produced by the UAI, appears six times a year.

The purpose of the studies, surveys and information included in this periodical concerning the international and transnational networks of nongovernmental organizations is to promote understanding of the associative phenomenon in a human society which continues to grow and evolve regardless of the consequences.

The programme of the review, in accordance with the principles of the UAI, is intended to clarify general awareness concerning the associative phenomenon within the framework of international relations and, in particular, to inform associations about aspects of the problems which they tend to share or which are of common interest to them.

The columns of this review are open to association officers, research workers and specialists of associative questions. The articles do not of course necessarily reflect the point of view of the publisher.

Cette publication, éditée par l'UAI, se présente à ses lecteurs sous la forme d'une revue de période bimestrielle.

Son objet associatif d'études, d'enquêtes, d'informations, au service des réseaux internationaux et transnationaux d'organisations non gouvernementales, s'attache aux idées et aux faits d'un phénomène de société humaine en expansion continue et en évolution hâtée.

Son programme, conforme aux principes et aux méthodes de PUAI, vise, en général, à éclairer les connaissances du grand public sur la vie associative dans la perspective des relations internationales et, en particulier, à informer les associations des divers aspects de leurs problèmes propres et d'intérêt commun.

Les colonnes de la revue sont ouvertes à la fois aux responsables d'associations, chercheurs, spécialistes des matières associatives, dont les articles n'expriment pas nécessairement le point de vue de l'éditeur.

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TRANSNATIONAL ASSOCIATIONS

ASSOCIATIONS TRANSNATIONALES

1989 - N° 2

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Latin American Associations

The National Consortia of Nonprofit Organizations as Representatives of the Third Sector

by: Enrique Fernandez P.*

Introduction

I want to thank the Dominican Center of Social Interest Organization (CEDOIS) for their invitation to present to its members, and a group of guests, this report about the consortia's Role: Facts and Perspectives.

Since its establishment, CEDOIS has efficiently contributed to foment exchange among its members, and the through study of relevant topics on the work performed by its member organizations. This is the reason why to have a second opportunity to participate as expounder in these dialogue sessions is a personal satisfaction for me.

The History of Non Profitable Associations

In January, 1982, Solidarios' Executive Committee, an organization to which I have been related for more than ten years, decided that Solidarios, through its member national foundations, would participate actively in the fomentation of national federations of non profitable institutions, which would properly represent the latter's interests at a national level. As a result of this decision, we began promotional activities for those organizations.

One of the main information sources about the consortia's history, which today catch our interest, is the Report of the First Meeting of Non Profitable Consortia in Latin America and the Caribbean. The report was published soon after the said assembly was held in Santo Domingo, from the 12th. to the 14th. of March 1984. The assembly was organized with the sponsorship of Private Agencies Collaborating Together (PACT), an international consortium of private organizations for development with head office in New York, and of Solidarios Council of American Foundations for Development, a Latin American and Caribbean consortium of similar organizations, which, in turn, is a member of PACT.

Another document that helps us understand the non profitable consortia's historical evolution is a study prepared by the Development Group for Alternative Policies (GAP), on the experience of various Latin American associations, also with PACT'S financial assistance.

Two other sources of information, not only based on Latin American organizations, but at an international level, are the documents corresponding to the international assembly of associations organized by PACT in New York, in 1984, and the paper presented by Carolyn Streamlau, a PACT'S official, at an international assembly about development held in London, in March, 1987. The World Development Organization, with offices in London and Washington, participated in the coordination of the event.

* General Secretary, Consejo de Fundaciones Americanas de Desarrollo (SOLIDARIOS).

Operational and Geographical Classification

For the better understanding of the non profitables consortia's nature, it is necessary to classify them by the common characteristics that make their members appear as homogeneous organizations.

From a chronological point of view, we can assure that the international consortia's appeared before the our national institutions. Among the best known examples within this category are the following : the International Council of Voluntary Agencies (ICVA), with head office in Geneva, which recently celebrated its 25th. Anniversary; the International Planned Parenthood Federation (IPPF), with head office in London; the Latin American Confederation of Savings and Loan Cooperatives (COLAC), with head office in Panama; the PanAmerican Association of Educational Credit Institutions (APICE), with head office in Bogota; Private Agencies Collaborating Together (PACT), with head office New York; Solidarios, Council of American Development Foundation, with head office here, in Santo Domingo; the Ibero-American Association of Institutions of Superior Education at Distance, with head office in Madrid; the Latin American Group for Professional Rehabilitation, with head office in Bogota, and others that do not come to my mind at this moment.

When analyzing the names of the above stated institutions, it is evident that when non profitable institutions get together to form consortia, they have common characteristics in their operative nature, i.e., they base their consortia on the professional specialization of their activities, e.g., education at distance, rehabilitation of handicapped, social-economic development, etc. The operative specialization is then the origin of the relationship and cooperation pursued through the establishment of the international consortia and their service activities.

In relation to the consortia established with a geographical criteria, it can be observed they are generally formed by organizations located within a specific geographical area, which, in most cases, only includes the national territory. In Latin America, we find the following examples : The Group of Non-Governmental Organizations in Chile, the Association of Institutions for Development in Guatemala, the Center of Social Interest Organizations in the Dominican Republic, the Association of Non-Governmental Institution for Development in Argentina, the Federation of Private Organizations for Development in Honduras, the Federation of Voluntary Organizations in Costa Rica, the Venezuelan Federation of Private Foundations in Venezuela, and Coordinating Board of Institutions for Social Actions in Uruguay. The majority of the consortia determine their membership in accordance with the nationality of the member institutions, or with their location, which is limited to the corresponding country,

Likewise, we can observe that some national consortia limit their membership to the organizations' operational acti-

vities, such is the case of the Association of Non-Governmental Institutions of Development in Argentina, which only includes institutions for development. Therefore, in these cases, two limitations exist: the geographical and the operational. On the other hand, at an international level, some organizations with similar programs form associations, such as Solidarios and APICE, which limit their membership to organizations located in Latin America, and the Caribbean, i.e., with a geographical criteria.

In the case of national consortia, in addition to the operations' nature, and geographical origin, a third factor might be considered for the eligibility of their members: the institutions' nationality. Some consortia, e.g., CEDOIS, only accept as members those organizations legally incorporated in the relative country. They do not accept foreign institutions with branches or representative offices, using their country's legal capacity to operate.

National Consortia as Representatives of the Third Sector

The idea of the Third Sector has already catch the attention of these dialogues of CEDOIS. Several reports written by different speakers have been published. Therefore, this is not the time to insist on the same topic. I will only remind you that this concept tries to locate non profitable institutions in their own place in our complex society.

Recently, I have observed signs of concrete evolution of this idea. In an Asian country, the constitution already states that society is formed by three sector : The State, the private sector, and the sector made up by institutions of social interest. A Central American democratic nation appointed a Vice-Minister for the Third Sector in the Ministry of Finance, using the term *third sector* for the name of the corresponding position.

In the Dominican Republic, not long ago, at a conference organized by the National Association of Young Businessmen (ANJE), the Economist, José Luis Alemán S.J. explained how, more and more, our societies develop into a kind of corporative society where each sector tries to « sell » to the others their point of view in relation to the society's different problems. It is precisely the evolution towards that corporative society, to use the words of this economist, which makes indispensable the adequate representation of social interest organisations in our complex society.

Therefore, I believe that organizations like CEDOIS represent an excellent mean of manifestation for the third sector. CEDOIS is formed by non profitable members, whatever the operations' nature, and the institutions's programs. It also includes the cooperative sector through their main federations. Among CEDOIS's characteristics, I also praise the decision of limiting the membership to legally incorporated institutions in the country, excluding agencies and branches of foreign non profitable institutions, whose legal status makes them basically different from purely national organizations.

I do not want to sound now like a critic of those national consortia which establish additional membership limitations. I believe that the classification of the consortia by the specialization of their programs is a praiseworthy action. However, it is very important that, in every nation, Third Sector institutions begin the organization of national consortia to be properly represented as a sector.

The Associations' Role: Facts and perspectives

The National Consortia of Non Profitable Institutions have gradually become a reality. We can find national consortia in the following Latin American and Caribbean nations : Guatemala, Honduras, Costa Rica, the Dominican Republic, Colombia, Haiti, Venezuela, Uruguay and Argentina.

The consortia current functions vary from nation to nation. They all foment the exchange of experiences, and a better coordination of the activities performed by the member organizations.

Some, in Guatemala for example, act as channels of donations made by international agencies for development. These agencies are beginning to share their experiences with other nations where consortia have been already created.

In other countries, negotiations are being carried out to develop national funds of credit, from regional development banks, to be channeled by the consortia for their members.

Most consortia carry out training and consulting activities to benefit their members. The publication of works' collections, and documents are part of the activities.

In relation to the organizations' future perspective, I think that they are just taking the first steps in the creation of services for their members, and there is a lot to learn about the activation of creative and innovative programs which are very useful for the sector.

In this order of ideas, we can start considering areas already explored by developed countries' associations, e.g., health plans for the institutions' staff, surveys, and salary studies.

The national consortia could also consider the feasibility of additional services such as: accounting services, for institutions whose volume of work does not require full time accounting personnel; consolidation of purchase volume of supplies and stationary; consolidation of bank deposits to obtain higher interest rates, and staff recruitment and selection.

However, the main role of every consortium is to represent the member organizations - the third sector - before other sectors of society. Therefore, we do not refer to an organization of utilitarian and operational character, but an institution which has a very important function in the creation of services for their members. The members must be aware, then, that what is actually important is not the capacity of the consortia to offer them short term services for their own benefit, but the capacity of the sector to maintain the exchange channel and representation with other national and international sectors. In a long run this is more significant and has a greater real impact.

The Consortia Risks.

I would like to take this opportunity to consider the different factors that may negatively affect the institutional development of any consortium.

First of all, we must analyze the consortium's direction. It is of utmost importance that the Board of Directors is elected in a very democratic way, and that all its members feel that they are participating in such an election. It is convenient to perform an honest rotation of the Directors, without loosing the continuity due to the rapid substitution of the Board's members. The President must be timely rotated to avoid the identification of one individual or institution as the consortium's principal leader. And, above all, the Board of Directors must not be formed by individuals who participate actively in the relative nation's politics.

The National Consortia of Nonprofit Organizations

Sometimes, we observe that the non profitable consortia's boards of directors find difficulty in taking important decisions, such as substituting their principal executive, reducing the staff, etc., due to the fact that nobody feels as «the owner of » or « responsible for » the organization. In the associations, as well as in other organizations, it is very important that the directors understand that their role might include the heavy task of pointing out mistakes and weaknesses, and taking necessary corrective measures.

The Board of Director's composition is another issue to be considered when designing a consortium. The general tendency is that the main executives of the affiliated institutions are the members of the board. This causes problems and conflicts when representation is moved upward or downward. Due to the sectorial representation's nature, it is not convenient that the individual who represents the organization be a voluntary member of the board of any member institution, whose main function is to be part of the private or public sector. This criteria may place the main executive in an embarrassing situation if he has to explain to his board or president that the association is important, and that their institution must participate, and he, and not a voluntary member of their board, will exclusively be their representative. Furthermore, even when certain organization's importance and complexity might be admitted, it is always very difficult for the rest of the members of the consortium's board of directors to accept that one of their colleagues sends one of his subordinates to represent him at the meeting. In our countries, the boss is the boss, and substitutions by Subordinates might be wrongly taken as a disdainful action.

The appointment of the consortium's director and his function is another key element for its development. The association needs a rare mixture of administrator and diplomat. This individual should be capable of combining his ability to conceive, promote, manage and assess different institutional projects, being at the same time courteous and polite, therefore, being able to deal with sudden pressures, and always play the role of the consortium's mediator and representative in social affairs.

The consortium's directing position knows about the internal details of the member organizations. This information is learned during the professional activities of institutional training, consultation, and assessment. If it is badly managed or informally *released*, may result in the failure of the consortium's relationship with the member in question.

On the other hand, the consortium's relationship with the funds' sources is extremely important for its survival. While it is true that, in theory, everybody admits the need and convenience of a consortium, in practice, when the consortium begins its consolidation and growth, and when this growth, in addition to protocolar activities involves operational activities, frictions may occur with the representatives of the funding sources. Usually, these institutions are represented by medium level officials, who daily face obstacles when taking decisions, due to their own organization's complex structure.

As the consortium starts acquiring action capacity and resources to develop its project, it is natural that some supporting agencies representatives consider necessary to

structure and make more complex the national consortium as well, limiting its executives' decision taking authority over the activities, contracts, etc., which the supporting organization's representatives do not have in their own institution.

When funds sources are diversified, as commendable, the conflict might be magnified due to the fact that the opinions of all supporting institutions' representatives have been taken into account.

The solution, of course, will be to make the consortium structural and bureaucratic. Therefore, while we are in the creative and initial stage, we should avoid criticizing others, because eventually, we will end up establishing regulations for our own organization in order to defend ourselves of internal and external criticism in relation to our actions.

One of the most interesting characteristics of the consortia is the role of owner and beneficiary played by its members. While the majority of supporting institutions donate resources to the Third World through other institutions of their own branches, the consortia must channel the resources and services to its members, who are at the same time the directors of the Board or the General Assembly.

Consequently, the consortia's administration must meet the expectation of competent organizations, and at the same time it is required to assess the members, point out their weaknesses, correct contracts' unfulfillments, with the consequent lost of popularity. Once more, the solution to the problem is found in the creation of committees, regulation, and other instruments, which are usual in large and complex organization, and which back the actions of the consortia staff.

Conclusion

Non profitable organizations of the Third World are going through the same crisis affecting those nations. Although the crisis, due to its serious and deep nature, is affecting them directly, just as it is also affecting the private and public sectors, we can say that in the long run, non profitable organizations will have better success.

The enterprise sector, mainly its representatives with greater vision and sensibility, have always contributed with financial resources, leadership, and enthusiasm when supporting projects targeted to solve poverty problems in their respective communities.

The public sector has also started to admit the important role of the non profitable sector, and has began giving or increasing their financial support, and operational coordination with the institutions of the Third Sector.

International organizations for development have also played an important role by establishing policies, and opening special channels to closely work with non profitable institutions, and foment cooperation among governmental and non governmental institutions in those countries where development programs are supported.

Therefore, all the members of the Third Sector have the responsibility of organizing and continuing our work, giving service to the poor groups of our work, giving service to the poor groups of our society in order to improve their living standards.

Coopération Nord-Sud

La filière mutualiste

par Henri Desroche*

Henri Desroche, ce spécialiste si apprécié du mouvement mutualiste et coopératif, nous livrait dans un article «Deux sources, trois grilles et un déroulement» publié dans les Archives de Sciences Sociales de la Coopération et du développement (ASSCOD) n° 75 (repris ci-après) le fruit de ses récentes recherches.

A partir des récents colloques de l'Université coopérative internationale au Mans en 1981 (La Mutualité et ses entreprises); à Yaounde-Saa, Cameroun (Solidarités traditionnelles et développements mutualistes, 1983) et à Paris (crédits coopératifs et banques de développement, 1984), H. Desroche a élaboré trois grilles qui lui permettent de mieux cerner l'économie sociale et ses composantes, l'action mutualiste et ses agencement et le crédit mutuel et ses insertions.

Deux sources trois grilles et un déroulement

L'Université coopérative internationale (UCI) et la FNMOM (Fédération nationale de la mutualité outre-mer) ont organisé conjointement, au printemps 1985, un triduum d'étude-action sur le thème : *La filière mutualiste en coopération Nord-Sud.*

Deux sources

Pour l'UCI, c'était l'occasion de réinvestir sur un nouveau dossier plusieurs explorations déjà avancées au cours de son premier septennat (1978-84) et dans plusieurs colloques:

- Colloque du Mans, *La Mutualité et ses entreprises*, 1981, 210 p.;
- Colloque de Yaoundé-Saa (Cameroun), *Solidarités traditionnelles et développements mutualistes*, 1983, 248 p.;
- Colloque de Paris, *Crédits coopératifs et banques de développement*, 1984, 132 p.

S'ajoutent plusieurs recherches plus ponctuelles dûment accompagnées et portant sur les fonctions de prévoyance sociale (*social betterment*) dans les associations ou coopératives à buts multiples.

Pour la FNMOM, c'était l'occasion d'envisager une extension à de nouvelles aires culturelles de ses pratiques so-

* Directeur de l'Université coopérative internationale.

ciales déjà testées et attestées dans des départements ou territoires d'Outre-Mer. Elle y est d'autant plus portée que, pour instaurer une telle extension, elle a reçu un mandat de la FNMF (Fédération nationale de la mutualité française)... nonobstant ses familiarités ou ses corrélations particulières avec d'autres filières mutualistes (Mutualité agricole, sociétés d'assurance à caractère mutualiste).

Voilà donc deux sources
Et voici trois grilles:

Trois grilles

Grille 1. Celle qui avait été préconisée dans un « débat européen » déjà ancien (1978) et qui a été réinterprétée dans une UCI plus récente (Lomé-Cotonou, janvier 1985, cf ASSCOD 72).

Elle place la *composante* mutualiste:
d'une part en complémentarité et en coalition avec les autres composantes - coopérative et associative - de l'économie sociale,
d'autre part en interférences ou en interfaces avec des transactions éventuellement collatérales: administrative, communautaire, syndicale ou participative.

La filière mutualiste

Grille II. Un scalogramme mutualiste énoncé en 1983 à l'UCI de Yaoundé-Saa et revisité depuis lors à l'UCI de Lomé-Cotonou (*jam cit.*). Il fait apparaître un « chaînon manquant » entre des sécurités sociales instituées mais ésothériques dans les pays du Sud, d'une part, et, d'autre part, des prévoyances ou assurances pré-mutualistes dans des régimes ésothériques mais plafonnants de solidarités familiales et surtout tontinières.

Grille III. Elle a présidé à une autre UCI, de printemps celle-là (1984) et en France; on retrouve son commentaire dans les Actes de ce précédent triduum. Elle corrobore les deux autres : car s'il y a ou devrait y avoir une mutualité de prévoyances et d'assurances il y a aussi une mutualité de crédit (— crédit mutuel...). Si, s'agissant des pays du Sud, le second modèle s'annonce même comme en avance sur le premier, cette avance serait-elle exemplaire?

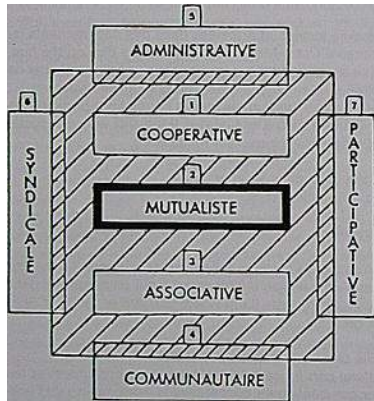
Sur ces grilles on trouvera ci-après, en hors d'œuvre, leurs graphismes et leurs connotations.

1. L'économie sociale et ses composantes

On est donc parti de la triade devenue classique avec ses trois faces - coopérative, mutualiste, associative -, chacune de ces composantes étant traitée pour elle-même : la coopérative en 1, la mutualiste en 2, l'associative en 3.

Mais aussi, conformément à une éventualité déjà plaidée(1), on a flanqué le trio de ces faces d'un quatuor d'interfaces. La conjoncture africaine en effet postulait, semblait-il, cette réitération alors que, dans la conjoncture européenne, elle était apparue moins plausible ou plus controversée. Donc quatre interfaces:

Grille I: Economie sociale (E.S.), composantes et interfaces



• Avec un secteur *communautaire* (traditionnel) et sans vouloir préjuger des querelles théoriques ou rhétoriques concernant la fiabilité de ces coutumes communautaires,

sur lesquelles greffer une composante ou pré-composante d'économie sociale. Coutumes de « l'Afrique des villages » (Cf. G. Belloncle) avec leurs systèmes ou leurs régulations; de parenté, d'autorité, de solidarité, d'intergénération, de langues et de langages, de travail et de division du travail, d'éducation et d'initiation, de délibérations et de décisions. Chemin à frayer entre les deux situations extrêmes : celle où la greffe tuerait l'organisme, celle où l'organisme rejeterait la greffe.

• Avec un secteur *administratif* ou para-administratif. Comme on le sait, même les ONG fomentent ou acceptent des protocoles de coopération - avec les OG (du Nord ou du Sud). Les associations ne peuvent se dispenser d'un statut et ce statut, pour s'entretenir, s'équipe de conventions les créditant ou les accréditant auprès de départements ministériels ou de services administratifs. La mutualité, si elle doit se déployer, aurait à s'ajuster avec les embryons de sécurité sociale ou avec des fonds nationaux de solidarité. Quant aux coopératives, même si elles aspirent à une désétatisation, elles n'en auront pas moins à être corroborées sinon par des encadrements du moins par des partenaires de services publics ou para-publics. D'où l'interface.

• Avec un secteur *syndical* dans la mesure où celui-ci, s'il est un secteur de contestation, se trouverait, se trouve complémentarément dans des situations d'attestation: dans des mutualités d'entreprises, dans des coopératives de consommation, dans des cycles de formation adulte ou d'université populaires, dans des mobilisations d'épargne et des attributions de crédit, dans des politiques d'habitat, d'auto-construction ou d'aménagement, etc., etc.

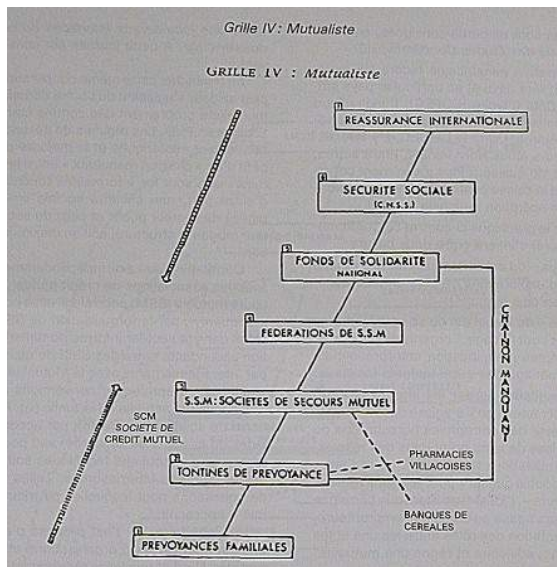
• Avec un secteur *participatif*... lorsque des entreprises privées (ou familiales) sécrètent leur coordination associative ou coopérative, coordination ouverte par ailleurs sur une participation de leurs employés, de leurs usagers, de leurs environnements pour des gestions, des prévisions ou des évaluations partagées, pour des négociations avec les secteurs administratif, syndical ou communautaire, pour des combinaisons avec des éco-développements, des coopératives d'entreprises personnelles (voire « unipersonnelles ») et donc d'entrepreneurs individuels revenant en effet à la surface, y compris dans les pays du Nord(2).

2. L'action mutualiste et ses agencements

Ici et également de bas en haut, plusieurs paliers.

1. Au ras du sol, le système de *prévoyances familiales*, généralement dans le cadre des familles étendues. Variante ou amplification : ce que I. Sanou aime nommer « tontines tribales », modulées soit en « tontines de voisinage » soit en tontines « de corporations ».

2. Les tontines de *prévoyance* proprement dites ou plutôt la fonction de prévoyance dans des tontines d'épargne-crédit, ce que derechef I. Sanou aime nommer « la fonction d'assurance des tontines ». Il en tabule une douzaine de cas. « Cette recherche d'assurance dans sa forme actuelle embryonnaire incarne tant bien que mal des formes de la sécurité sociale » (p. 92). Elle capte une portion trop mince de l'épargne et, pour autant la couverture des risques demeure plafonnée. Pourtant d'autres systèmes de prévoyance la corroborent: pharmacies villageoises (assurance contre la maladie); banques de céréales (assurance contre la disette). S'il y a carences dans ce système, c'est qu'il en est à postuler son relais.



3. Ce relais pourrait-il être offert par les sociétés de secours mutuels (— SSM)? C'est toute la question, et en milieu rural et en milieu urbain. Question à formaliser pour une étude comparative avec les sociétés de crédit mutuel, dont l'expérience africaine, encore limitée, n'en excipe pas moins d'une élaboration plus avancée. Les budgets familiaux étant ce qu'ils sont et si le crédit mutuel mobilise déjà une épargne virtuellement mobilisable, existe-t-il une autre part d'épargne à capter par et pour un secours mutuel? Et par ailleurs, questionnement opérationnel: si les tontines coutumières combinent parfois les deux fonctions - assurance et crédit - cette double fonction peut-elle s'ajuster sur un même organe mutualiste: soit de crédit avec fonction d'assurance, soit d'assurance avec fonction de crédit? Ou bien deux organes, un pour chaque fonction? Pour ne pas parler d'une double dualité: la mutualité de prévoyance versus la coopérative d'assurance?...

(3) 4 + 5. C'est le chaînon manquant. Des SSM formalisées n'existent pas ou guère. Des fédérations ou des unions représentent un futurible relativement incertain. Et, quant aux «fonds de solidarité», on n'en relève qu'un seul projet, encore dans les limbes, au Bénin. Ici l'analyse peut seulement discerner un creux, une béance, un *no man's land*, quelque chose comme un marché vacant. Elle en appelle, pour autant, à l'imagination (voir l'imagination) d'un relief avec pour pierres d'attente quelques mutualités d'entreprises (au Sénégal), un projet de mutualité agricole (au Bénin), une série d'études-actions déjà en cours... tout juste de quoi éclairer la lanterne. Elle le serait d'autant mieux si des expérimentations contrôlables et contrôlées en venaient à explorer un tel marché.

6. Une sécurité sociale existante ici et là. Mais elle ne touche qu'une infime minorité de la population: membres de la fonction publique, salariés du secteur «moderne» et «structuré». Paysannerie et secteur urbain non structuré demeurent sans couverture sociale autre que les expédients familiaux ou tonniers. Et cependant des sondages l'assurent: après l'auto-suffisance alimentaire, le besoin fondamentalement prioritaire est celui de cette couverture. Les mêmes sondages suggèrent même qu'un quota d'épargne familiale pourrait se libérer à cet effet. Par ailleurs, s'agissant d'une généralisation - fût-elle relative - d'une sécurité sociale, le pire serait d'adopter pour stratégies étatiques et fonctionnaristes, qui se sont avérées désastreuses pour les développements coopératifs. C'est pourquoi des stratégies mutualistes sont prometteuses d'atouts. A elles d'entrer en jeu.

7. Une réassurance internationale. Pourquoi pas? Y compris par des «contrats de solidarité» entre mutualités-Sud et mutualités-Nord pour se faufiler entre une sécurité sociale ésothérique et des archéo-mutualités par trop plafonnantes?

De quoi doubler le rapport Laidlaw sur «les coopératives en l'an 2000» par un rapport (X, Y, Z) sur «les mutualités de l'an 2000». Qui fera quoi?

3. Le crédit mutuel et ses insertions

La mutualité de crédit ou Crédit mutuel s'observe massivement au Nord et s'amorce significativement au Sud.

Au Nord elle (il) se retrouve dans le CLISEC (Comité de liaison international des coopératives d'épargne et de crédit), lequel, en juin 1984, a organisé à Lomé (Togo) une

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session dont les Actes sont en partie consignés, en partie recensés dans la *Revue des Etudes Coopératives*(3).

Au Sud une association panafricaine fédère les expériences suscitées en divers pays et en particulier pays africains francophones: Côte d'Ivoire (COPEC); Burkina Faso (deux fédérations); Centre-Cameroun; Rwanda (Caisses populaires) et quelques autres. Outre le CLICEC, s'y investissent: la FAO et plusieurs afflux Nord venant, entre autres, de France, du Québec, de Suisse... Plus récemment cet afflux a également gagné la caisse centrale de crédit coopératif pour une éventuelle opération régionale au Mali.

Comme le suggère le graphique ci-contre, ce Crédit mutuel (ou Caisse populaire) s'insère entre deux paliers:

— celui — en dessous — du crédit *tontinier* dont le régime souterrain fait l'objet d'explorations de plus en plus pénétrantes voire de plus en plus larges(4).

- celui - en dessus - du lequel est ou se veut lui-même également mutuel mais dont l'étiage, l'organisation s'adressent plutôt à des comptes d'exploitation entrepreneuriale qu'à des budgets de ménage dits aussi budgets familiaux.

On ne saurait cependant négliger les interfaces entre Crédit agricole et Crédit mutuel, qu'il s'agisse de la mobilisation des épargnes à partir des entreprises personnelles ou familiales ou qu'il s'agisse de leurs prêts dans des réinvestissements sur des exploitations rentables. L'un et l'autre sont en quête d'une « double qualité » pour leurs sociétaires — prêteurs et emprunteurs —, l'idéal-type étant que l'épargne collectée par les prêteurs passe au crédit des emprunteurs, qu'il y ait échange ou rotation des rôles entre les uns et les autres et que, de ce fait, advienne et règne une mutualité.

L'enquête ci-après synthétisée (cf. *infra* G. Bédard) est sans doute une des premières à avoir jeté sur cet entrelacs le filet de ses analyses et de ses classifications, celle, en particulier, majeure, des deux aspects, « le chaud » et « le froid ».

Par contre, c'est ailleurs qu'il faudrait, qu'il faudra chercher l'interférence entre la mutualité de crédit et la mutualité de prévoyance. Dans les zones tontinières il n'est pas rare qu'elles coexistent selon des régulations rigoureuses. Plus haut dans l'échelle, il arrive que des coopératives d'épargne et de crédit (Copec) s'équipent d'un fonds de prévoyance ou de solidarité. Et inversement: que des agences mutualistes (de prévoyance ou d'assurance) se mettent à faire du crédit, s'assortissant d'instances de cautionnement (également mutuel) et pour ce faire adoptent des agencements bancaires ou s'y amalgament. Le terrain n'est pas en friches; il n'en est pas moins à défricher.

Ainsi en va-t-il de ce nomadisme saisonnier: de Yaoundé-Saa en 1984 à Lomé-Cotonou en 1985; de ce janvier 1985 à mai 1985 derechef à Paris, et de celui-ci à un mai 1986 à Orléans et à Bordeaux, nonobstant plusieurs transits par les semaines d'économie sociale à l'Université du Maine. C'est une manière de cultiver une « Fondation Nord-Sud » : dans une formation par la recherche et pour le développement. Ce drapeau vient d'être hissé sur une nouvelle fondation Française(5). Salut à ses couleurs!

La coopération Nord-Sud excipe d'ores et déjà d'expériences notoires dans un domaine mutualiste: celui de l'épargne mutualiste *pour un crédit mutuel*. On pouvait émettre l'hypothèse que de telles expériences offrent un prototype voire postulent des connexions pour traiter le dossier-cible de ce triduum. C'est d'ailleurs pourquoi son programme a

dédié une journée aux interfaces de ce domaine avec ce dossier-cible: A cette journée est consacré le dossier suivant.

En revanche, cette même coopération Nord-Sud s'avère plus exigüe, s'agissant de l'autre domaine, celui de la filière mutualiste proprement dite comme couverture des risques sociaux en PVD. Les régimes de sécurité sociale y sont généralement ésoériques et la majorité de leurs populations pâtit d'un « chaînon manquant » entre les mutualités souterraines que sont les informalités tontinières, d'une part et, d'autre part, une sécurité sociale limitée plutôt aux employés du secteur public et ceux du secteur formel, dit secteur moderne-structure, soit au maximum 10% de la population.

Corrélativement à ou indépendamment des connivences avec les associations de crédit mutuel, les sociétés de secours mutuels (SSM) pourraient-elles pouvoir à ce « chaînon manquant»: par la formalisation de SSM avec ou sans racines dans le secteur informel tontinier; par une fédéralisation ascendante entre des SSM de quartiers ou de villages; par interagencements avec la Mutualité agricole ou des mutualités d'entreprise; par conventions avec les institutions d'une sécurité actuelle ou virtuelle (vg. Projet d'un fonds national de solidarité au Bénin); par accords Nord-Sud (jumelages ou contrats de solidarité) soit pour des accompagnements ou des soutiens techniques soit pour des modalités de réassurance internationale. Telles sont quelques-unes des questions pour lesquelles ce triduum a tenté une première approche.

Pour ce faire, on s'est proposé d'entamer un dialogue entre responsables d'organisations et de recherches mutualistes Nord et une large représentation des pays du Sud, en particulier africains.

...Et un déroulement

Ce dialogue a été animé, fructueux, multiforme. Il a été gravé in extenso sur bandes magnétiques ultérieurement sténo-typées et dactylographiées. Des exemplaires de celles-ci sont conservés dans les deux sources — FNMOM et UCI (Collège coopératif (Paris) - où elles peuvent être consultées et compulsées.

Ce gisement se trouve seulement effleuré ici: d'une part, par une communication au sommet (J. GATEL); d'autre part, par une opération de base (A. GIRARD)... quelque chose comme les deux bouts de la chaîne. Complexe et touffu, le dossier se prêtait malaisément à une toilette rédactionnelle nécessaire et suffisante à sa publication rapide. Et d'autre part, il se trouve tenu en réserve pour se rejoindre à un dossier supplémentaire et complémentaire visé par un autre triduum, et même deux, en mai 1986.

On n'en doit pas moins saluer plusieurs contributions dont la mise au net a été avancée.

H. Hatzefeld: «Naissances et tendances mutualistes au XIX^e siècle en France ».

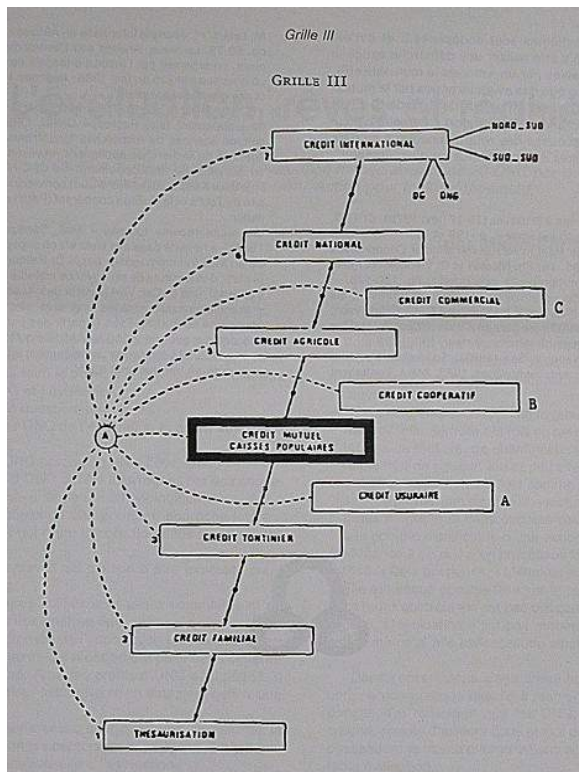
M. Lelart: «Des économies tontinières à des procédures d'auto-financement».

J. Lemaire: «Coopératives d'assurances en ACI; Insurance Development Bureau ».

J.P. Dumont: - «Sécurités sociales actuelles et mutualisations virtuelles en Afrique Occidentale».

... et c'est à regret qu'on renonce à exhaurer d'autres apports:

- une contribution de M. Bottazzi sur «l'expérience des ONG en solidarités Nord-Sud»



Source : *Crédit Coopératifs et Banques de Développement. Actes de l'UCI de printemps à Paris (CCCC), mai 1984 (à paraître in Revue des Etudes Coopératives). Tiré à part dans la collection Cahiers de l'UCI (n° 4).*

- une exemplaire monographie (M. Houbard) sur une mutualité départementale (Rennes)
- les interventions de E. Almeida (Mexique) à partir des expériences de San Miguel Tzinacapan
- les analyses organisationnelles de M. Remond sur les sociétés françaises d'assurances à caractère mutuel
- le descriptif du Cidessco sur un développement social et socio-sanitaire
- la pénétration du Dr Balique: pour une mutualité appropriée à une médicalisation appropriée
- la «salutation fraternelle» de M. Baroin et sa fresque humaniste
- le brio de Janine Griere : « pour une formation appropriée à un travail social approprié»
- la capiteuse et savoureuse remémoration de Gabriel Lissette pour la clôture du colloque...

Notre consolation: c'est un colloque... à suivre; il sera suivi... et même doublement en mai 1986, à l'Université d'Orléans et au Cidessco de Bordeaux.

Depuis lors, et à quelques jours de ce déroulement, la Fédération nationale de la mutualité française (FMMF) dans son XXXI^e congrès, émettait une recommandation ouverte... à notre ouverture et un mandat confié à la FNMOM allait catalyser une première opération de celle au Nord... pour une «mutualité de l'immigration». Ci-après, Alain Girard s'en explique topiquement...

Initiative Nord sans préjudice pour d'autres opérations au Sud: déjà se dessinent, s'amorcent et se collectent les fiches techniques de projets mutualistes à partir de quartiers, de villages, d'associations, de professions pour obvier au « chaînon manquant », en particulier dans des pays d'Afrique sud-saharienne. Des études s'y appliquent et

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s'y impliquent: elles-mêmes sont endogènes... et il n'est pas exclu que pour s'y internaliser une démarche exogène corrobore les plus fiables par un « prix de la mutualité »(6). Pas exclu non plus que des avances prises par la mutualité de crédit (cf. *infra* dossier empirique de G. Bedard) ou les «coopératives d'assurances» (cf. rapport J. Lemaire *cit. supra*) viennent à la rescousse des retards encourus au tiers monde par le mutualités de prévoyance ou d'assurances.

- (1) A un colloque européen à Bruxelles (16 -17 nov. 1978). Cf. H.D. *Pour un traité d'économie sociale*, p. 199 et ss.
- (2) Cf. le dossier sur ce sujet in *Revue des Etudes Coopératives* (nouvelle série), 1985, 15 - Ph. Nicolas et C. Vienney, « Emploi et coopératives d'entrepreneurs individuels », pp. 130-176.
- (3) *Revue des Etudes Coopératives* n° 14, 1985, 2^e trimestre, qui reproduit également les Actes du triduum UCI-CCCC du mois précédent (mai 1984). Tiré à part en *Cahier UCI* n° 4 : *Crédits coopératifs et banques de développement*, 1985, 132 p.
- (4) Cf. Actes UCI de Yaoundé-Saa (1983). *Solidarités traditionnelles et développements mutualistes*, 1983, 248p. Egalement

M. Lelart, « L'épargne informelle en Afrique », in *REC, jam, cit.*, pp. 53-78. La revue *Savings and Development*. Et prochainement, co-organisé par l'Institut Orléanais de finances et l'UCI, un nouveau triduum en mai 1986: *Régimes tontiniers et procédures d'autofinancement*.

- (5) « FONDATION NORD-SUD. Formation par la recherche pour le développement (sic) Regroupe CNRS, ORSTOM, INSERM... comme agences de recherches fondamentales avec d'autres agences de recherches appliquées représentées par des ONG en activités de développement. Le CRC-NS (Centre de Recherches Coopératives Nord-Sud) conventionné entre l'Université de Tours et le Collège coopératif (Paris) adhère à cette fondation.
- (6) Une toute récente tournée - Mali, Sénégal, Cap Vert (avril 1986) - a ramené dans ses filets six ou sept germinations : quatre au Mali (recommandées par le Dr Balyque) : une au Sénégal (à partir des Instituts de prévoyance maladie greffés sur des entreprises); une au Cap Vert (à partir des *Associaçoes de enterro* — associations ou confréries funéraires, singulièrement incardonnées); une au Burkina-Faso (à partir des Fonds de prévoyance suscités par quelque 2.000 NAAM). Ce qui induit le Collège coopératif (Paris) à formenter une extension en Collège coopératif et mutualiste international (CCMI).



L'évaluation, rêves et réalités

Résultats d'une enquête sur l'évaluation menée au sein de 20 ONG par le
Comité français contre la faim/ Action pour le développement

par Marie-Christine Guèneau*

Introduction

Cette étude est réalisée dans le cadre du groupe de travail inter-ONG sur l'évaluation. Son objectif est simple et précis: il s'agit de faire le point, à la manière d'un état des lieux, sur les ONG et l'évaluation.

Deux types de question sont posés:

- Que pensent les ONG de l'évaluation et qu'en attendent-elles?

- Comment les ONG pratiquent-elles l'évaluation?

Une vingtaine d'ONG ont été interrogées par des enquêteurs (voir en annexe, la note méthodologique).

Cette étude constitue une première approche intéressante de ce sujet qui reste encore flou dans le milieu des ONG.

Cependant ce travail qui est loin d'être exhaustif comporte des limites:

- Les questionnaires utilisés sont assez sommaires et ne permettent pas une analyse fine,

- Une analyse factorielle de l'information est réalisée à partir de questionnaires qui n'ont pas été bâtis dans cette intention à l'origine. Ainsi les profils d'ONG dégagés (1.3) n'ont qu'une valeur indicative et ne sauraient définir une typologie.

- Des réponses différentes sont obtenues au sein de la même ONG selon les personnes interrogées. Il n'y a pas de réponse institutionnelle à l'évaluation.

Il faut enfin préciser que ce travail a été réalisé avec les moyens du bord c'est-à-dire sans budget, ni temps spécialement réservés. Il a été effectué grâce à l'intérêt pour le sujet d'une équipe de chercheurs bénévoles appartenant à différentes disciplines.

L'étude traite successivement de l'imaginaire de l'évaluation (le discours) et de la pratique de l'évaluation (le réel).

I. L'imaginaire de revaluation

1.1. Ce qu'évoque l'évaluation

Comment les ONG voient-elles l'évaluation?

Nous avons relevé les mots clés et les idées spontanées des ONG :

- Bilan, c'est l'idée de faire le point.

- Réflexion commune avec le partenaire (souvent cité).

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- Connaissance du milieu dans lequel on agit.
- Connaissance de l'impact, de l'effet du projet.
- Volonté de ne pas séparer action et évaluation.
- Vérification de l'adéquation objectifs/moyens.
- Réorientation de l'action, réadaptation des moyens mis en œuvre.
- Nécessité, étape indispensable (souvent cité).
- Mais difficile. Difficile à la fois en termes de méthode et en termes de mesure, de quantification. A cet endroit apparaît le mot de rigueur, assez peu cité par les ONG. L'idée « chiffres » apparaît à la fois comme positif et négatif. Positif : ils permettent de faire une lecture claire. Négatif : difficiles à obtenir et dans certains cas on ne les considère pas comme significatifs d'une action.
- Méfiance à l'égard d'un processus lourd et long, mal maîtrisé. «Cela fait peur». «L'évaluation est un vrai drame». Elle est vécue comme telle sur le terrain.
- Le mot « contrôle » n'est pas évoqué par les ONG interrogées. L'évaluation n'est pas menée comme une inquisition même si elle est ressentie ainsi sur le terrain.

Dans l'ensemble, il s'agit d'une notion positive perçue comme une pratique difficile à manier parce qu'encore inconnue. On remarque que les ONG, qui ressentent une crainte, crainte d'ailleurs floue et mal définie, sont celles qui possèdent le moins d'informations sur ce qu'est une véritable évaluation.

1.2. Comment devrait être une évaluation «idéale»?

Les réponses sont assez partagées entre évaluation externe et auto-évaluation ou évaluation interne.

- L'auto-évaluation ou évaluation interne (pratiquée par l'équipe du projet).

Les mots qui reviennent souvent sont: « confiance, compréhension du partenaire, formation pédagogie ». La dimension d'auto-formation pour l'équipe du projet est souvent soulignée. Le principe de l'auto-évaluation est d'être une évaluation pour le quotidien, pour le suivi, pour la routine de tous les jours. C'est le contraire d'une évaluation ponctuelle, il s'agit plutôt d'un processus d'accompagnement. On parle alors de « participation » de la population et des cadres locaux. L'idée d'évaluation est ici étroitement liée à l'action courante. Se rapprochant de recherche-action on trouve ici implicitement le concept d'évaluation-action.

Les ONG qui évoquent l'auto-évaluation : GRDR, CICDA, MM, CCFD, MFR, IRAM, CLED, LIGUE, FEMININ'AUTRES, AFVP.

- **L'évaluation externe**

(pratiquée par une personne extérieure). C'est l'autre formule que citent les ONG comme meilleur type d'évaluation. Les ONG voient l'évaluation externe comme «un travail sérieux réalisé par des personnes expérimentées et compétentes considérées comme objectives». Ces évaluateurs extérieurs doivent cependant «connaître la maison », son idéologie, sa conception du développement, être du vivier. Elles attendent de ce type d'évaluation une compréhension globale et analytique du projet et d'une façon plus précise la vérification entre objectifs et réalisation, souhaitable et possible.

L'attente des ONG à l'égard de cette évaluation est en fin de compte très forte. Les expressions citées: «aider à voir clair, regard critique, sortir de l'impasse». Elles demandent dans ce cas des propositions et des recommandations. Apparaît alors la notion de temps et d'argent. Ce type d'évaluation coûte cher et réclame du temps.

Les ONG qui évoquent l'évaluation externe: ITD, E.V., CFCF, CIMADE, GRET, VSF, OHI.

Entre auto-évaluation et évaluation externe les ONG jettent peu de passerelles : c'est souvent l'une ou l'autre. Elles parlent très peu d'auto-évaluation assistée par une personne extérieur ou d'évaluation conjointe (évaluation ponctuelle réalisée conjointement par une personne extérieure et par l'équipe du, projet, l'administration locale et autres partenaires).

- **Les pièges de l'évaluation** ou ce que ne doit surtout pas être l'évaluation, toujours dans l'imaginaire de l'évaluation. «Un modèle, un formulaire type, une grille rigide, un outil scientifique uniforme. Une sorte de rouleau compresseur qui aplatiserait toutes les spécificités». On constate que les ONG qui craignent ce piège sont celles qui maîtrisent le moins la notion d'évaluation. Celles qui ont une idée plus précise de l'évaluation mettent l'accent sur telle ou telle qualité nécessaire de la grille mais ne remettent pas en cause le principe de l'outil lui-même. Donc, plus l'idée d'évaluation est floue, plus le concept d'outil fait peur aux ONG.

1.3. Profil dégagé des ONG

A l'aide d'une analyse factorielle qui a permis de croiser ONG en abscisse et mots cités en ordonnée, nous distinguons deux groupes d'ONG définies par un profil spécifique:

1er groupe:

- exploration de la réalité,
- outils,
- difficulté,
- capitalisation de l'expérience,
- spécificité (déclinaison) des méthodes,
- spécificité des contextes locaux,
- pragmatisme, rigueur.

Ce sont des *ONG de type spécialiste* ou bureau d'études par exemple: IRAM, GEYSER, EAU VIVE, IT DELLO, MFR.

2ème groupe:

- confiance dans le partenaire,
 - auto-évaluation,
 - recherche d'une autonomie,
 - absence de grille mais en demande,
 - choix politiques et philosophiques de développement.
- Ce sont des *ONG de type généraliste* par exemple: CIMADE, CFCF, CCFD, mais également MM, FDH, LIGUE, ENS, CICDA.

II. Pratique de l'évaluation

1.2. Les méthodes d'évaluation

Quelles sont les pratiques réelles des ONG?

A la question « Comment vérifiez-vous que vous avez atteint vos objectifs ? » un tiers des ONG ne répond pas. C'est très certainement un non-dit significatif d'un flou et d'un malaise.

D'autres reconnaissent ne pas pratiquer l'évaluation : « il faut d'abord faire, on évaluera après ». Elles justifient l'absence d'évaluation par la «*confiance*» accordée au partenaire. Un tiers des ONG cite ce mot quand elles parlent de pratique d'évaluation (CIMADE, CCFD, FDH, CLED, LIGUE). L'évaluation semblerait donc menacer la relation de confiance établie avec le partenaire. On considère également que celui-ci fait ses propres évaluations et qu'il n'est pas nécessaire d'en faire d'autres ou d'une autre manière.

La plupart reconnaît que le mot évaluation est souvent employé à tort pour n'importe quel type d'activité de suivi d'un projet. On note également une grande disparité du contenu des mots et des concepts selon les ONG.

Les ONG disposent d'une *batterie d'outils variés* allant d'informations occasionnelles à celles plus organisées obtenues au cours de missions sur le terrain :

- échange de courrier, de rapports plus ou moins élaborés selon les cas,
- visites, recontres, réunions à Paris avec les partenaires,
- remontées d'information par des connaissances, relations, copains sur le terrain connaissant le projet,
- missions courtes réalisées par quelqu'un du siège de l'ONG sur le terrain. Durée moyenne deux jours, les plus longues vont jusqu'à 5 jours.

Les ONG qui se limitent à ces types d'outils décrivent en fait l'idée d'information, de description, de compréhension du projet. Mais elles ne vont pas rechercher un jugement critique ni analytique prenant la globalité de l'action sur l'environnement. Elles vérifient la conformité entre la réalité et les rapports d'activité envoyés par le terrain, le degré de réalisation réelle des opérations prévues.

Il s'agit d'un «*pilotage à vue*», d'un «*fonctionnement au radar*» ou a «*l'inspiration*».

- missions longues (15 jours à un mois) réalisées par une personne du siège. Ces missions-là sont rares.

Dans l'écrasante majorité des cas, il n'y a pas de grille, pas de schéma commun de référence aux évaluateurs d'une institution. Il n'y a pas d'outil théorisé et conceptualisé mais il y a en fait une *démarche pragmatique, empirique, basée sur l'expérience*. Chaque évaluateur d'ONG possède dans sa tête un canevas de grandes questions essentielles une manière précise de récolter l'information, mais il n'a pas formalisé par écrit cette compétence basée sur l'expérience. Ceci s'applique également aux ONG - bureau d'étude: IRAM - GRET.

Réaliser un tel exercice méthodologique n'est pas naturel, ni facile pour les ONG: «les méthodes ne sont pas écrites, c'est une perte de temps» dit l'une d'elle.

Les méthodes de travail les plus élaborées se trouvent au sein de IRAM, MFR, GRET, EAU VIVE, AFVP.

Le recours à l'évaluation externe (personne extérieure) est rare (CCFD, GRDR, CFCF). Ceci est étonnant dans la mesure où ce type d'évaluation est considéré comme une évaluation sérieuse et objective (voir évaluation « idéale », mais s'explique par le coût qu'elle suppose.

Le concept d'auto-évaluation confronté à la pratique est intéressant. Il n'apparaît pas dans le récit des pratiques réelles d'évaluation. Il recouvre en fait deux réalités. Certaines ONG utilisent le concept pour se cacher derrière et justifier qu'elles-mêmes n'évaluent pas. D'autres (les ONG d'intervention directe) y croient plus parce qu'elles en voient la nécessité sur le terrain pour le suivi de leurs actions.

En général, l'évaluation est donc pratiquée par l'institution parisienne de l'ONG.

A souligner, l'identification est rarement évoquée.

2.2. Les acteurs de l'évaluation

Dans la plupart des ONG, c'est le chargé des projets concernés qui évalue.

Quelques-unes confient cette tâche au partenaire local. Très peu font appel à une personne extérieure liée cependant à l'ONG (vivant de personnes ressources).

2.3. Les bénéficiaires de l'évaluation

Il est intéressant de constater que la plupart répondent « pour les acteurs du projet, pour le partenaire », assez peu répondent pour l'ONG elle-même. On relève donc une contradiction entre la pratique de l'évaluation clairement ressentie comme artisanale et insuffisante, réalisée par le

chargé de mission des ONG, et les bénéficiaires énoncés de l'évaluation que sont les partenaires locaux. Il est clair en effet qu'une évaluation capable de profiter aux partenaires locaux ne peut se résumer à une visite éclair du projet.

Comment l'interpréter?

- Les ONG confondent-elles pratique et idéal, (rêve et réalité)?

- Les ONG se cachent-elles derrière le partenaire pour justifier la pratique de l'évaluation? (malaise lié à l'exercice).

A noter, l'obligation de rendre des comptes au bailleur de fonds est rarement évoquée.

III. Attente des ONG

La plupart des ONG, sinon toutes, expriment une forte attente d'outils et d'interventions:

- Grille, canevas, manuel, etc...

- Simple et adaptable,

- Portant sur l'évaluation ex post, le suivi et l'identification, les différentes étapes de la vie du projet.

Certaines souhaitent même un *fichier de compétences*.

Celles qui estiment ne pas avoir besoin d'outils souhaitent la *confrontation d'expériences*.

Conclusions

Cette étude fait ressortir différents faits qui peuvent constituer autant de pistes de travail :

- les différentes acceptions de l'évaluation montrent la nécessité de préciser le contenu du concept (identification, suivi, évaluation ex-post)

- le besoin d'évaluation est largement énoncé par les ONG qui se montrent conscientes de l'insuffisance de leur pratique en la matière;

- les méthodes d'évaluation des ONG sont avant tout pragmatiques et informelles; elles sont basées sur une expérience qui n'est pas capitalisée parce que non formalisée.

ANNEXE

Méthodologie de l'enquête

Echantillon d'ONG enquêtées

20 ONG appartenant à différentes catégories:

- bailleurs de fonds,
- interventions directes,
- formation, éducation,
- techniques et spécialisées.

Ces ONG sont les suivantes: AFVP, CCFD, CFCF, CICDA, CIMADE, CLED, EAU VIVE, FEMININ/AUTRES, Frères des hommes (FH), FMVJ, Groupe d'études et de services pour l'économie des ressources (GEYSER), GRDR, GRET, IRAM, Institut technologique DELLO(ITD), Ligue de l'enseignement, Maisons familiales rurales (MFR), Médecus mundi (MM), Opération handicap international (OHI), Vétérinaires sans frontières (OH1).

Plus de la moitié des ONG ont reçu un enquêteur.

Il s'agit de : CCFD, CICDA, CLED, FH, GRDR, GRET, LIGUZ, MFR, MM.

L'équipe des enquêteurs

- Ethel DEL POZO, anthropologue
- Armelle FAURE, ethnologue
- Jean-Jacques GOUSSART, agro-écologue
- Anne LEFEVRE, infirmière, bénévole GRDR
- Fadelle M'BINGT, infirmière, bénévole GRDR
- Marie-Jo DEMANTE, socio-économiste, Bois de feu
- Jean-Paul SCHAFT, agronome
- Denis PESCHE, CICDA, agro-économiste
- Marie-Christine GUENEAU, économiste, CFCF, animatrice de l'équipe.

The Role of Nonprofits in a Social-Democratic State

the Relationship between the State and Private Organizations in Norway

by Ole Gjems-Onstad*

Background Information

In the following I want to discuss the dilemma of dependency affecting the relationship between the state and private nonprofit organizations in Norway. To a certain extent it may be justified to ask whether there is a trend towards turning NPOs into some kind of quasi-governmental agencies. My perspective will underline that of *James*: To understand the role of NPOs in a country like Norway, it is more important to focus on the relationship between government and NPOs than on the comparative advantages of NPOs vs. Profit-maximizing organizations(1). To a large extent the practical (vs. ideological) roots of the problem seem to be found in the economic dependency of the NPOs on the government.

To begin with, some background information will probably be needed(2): Norway has a population of 4.2 million people. On the average, every Norwegian has two memberships in nonprofit organizations. Only one third of all Norwegians are not members of any organization. There are at least 1,200 national and regional organizations. Since World War II, Norway has been governed by social democratic government for more than 30 out of 42 years. Legislation affecting nonprofit organizations, especially the tax system and regulatory legislation such as labor law, is highly influenced by social democratic ideology. Norwegian law can hardly be categorized as either common law or civil law, but is influenced by both, like the other Scandinavian legal systems.

Norwegian statistics and research on NPOs are sketchy and unsatisfactory. The NPO's part of GDP has not been estimated. However, it has been calculated that in 1987 the NPOs received approx. 6 billion Norwegian Kroner (1 USD — 6.40 NOK) in direct and indirect subsidies in 1987. GDP being approx. 560 billion NOK, the «subsidy part» of the NPO-sector may be 1.1 percent of GDP(3).

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Financing: The net transference concept

An important aspect of the Norwegian social democratic state is the high proportion of taxes in relation to GDP; for 1987 it was estimated to 47.4 per cent. For many years, Norway has been among the three most heavily taxed countries in the world. One consequence for the NPOs has been recognized for a long time: being subject to high and progressive tax rates on relatively modest income (in 1987 67.4 per cent at approx. 210.000 NOK - USD 33.000), private individuals cannot afford donations of any considerable amount. Consequently, NPOs are not able to rely heavily on private philanthropy. Contributions to NPOs are deductible for scientific and certain educational purposes only(4).

Another point is more subtle and has only recently been pointed out in the debate: In order to finance the welfare state, it has been necessary to rely more and more on indirect taxation, i.e. VAT, and social security fees. In Norway, NPOs are often called « tax-exempt institutions » as they are not subject to income and wealth taxation. However, this term may be grossly misleading, as NPOs are subject to indirect taxation and have to pay payroll taxes for their employees.

An example to illustrate the above mentioned : The most recent supreme court decision on the income taxability of NPOs concerned a correspondence school(5). The disputed amount was NOK 110,000 in due income taxes for the year in question. However, the accounts showed that the organization had incurred NOK 53 million in expenses the same year. With the Norwegian VAT at 20 per cent and payroll taxes at (then) 16.8 per cent (1988: 17.3 per cent), it is a moderate guess that the school had paid at least NOK 5 million, perhaps NOK 7.5 million, in such taxes. In other words, VAT and payroll taxes had probably amounted to 50-75 times as much as the disputed income tax. The proportion of possibly exempt income taxes to actually paid indirect taxes and payroll taxes may be fairly typical. As most other NPOs, Norwegian PNOs are generally run at very marginal - if any - profits, considering the amount of VAT and payroll taxes due.

Many Norwegian NPOs receive some kind of subsidies from the government. These transferences are often referred to as subsidies without any kind of qualification. However, it could be maintained that there is no net subsidy until the support exceeds the amount paid by the organization in indirect taxes and payroll taxes. In a theoretical inquiry it has - with some empirical basis - been found that most Norwegian NPOs pay at least 15 percent of their total outlays in indirect taxes and payroll taxes. - As a short, more detailed illustration : VAT amounts to 16.68 percent of the total expenses subject to VAT. Payroll taxes amount to at least 14.8 percent of the total personnel costs. In an organization where 50 per cent of all costs are actually personnel costs and 70 per cent of other costs are subject to VAT, these taxes alone will at least amount to 13 per cent of the total costs.

The concept of net transference naturally has its logical problems. One may, in effect, apply the same concept to physical persons, i.e. for-profit organizations and municipalities. However, the fact that an NPO receives any kind of subsidies, is often used as an argument in favour of governmental control of influence. The perspective of « returning » to the NPO, instead of just « subsidizing », may indicate the complexity of the relationship between the NPOs and the state. Furthermore, as the organizations are in effect taxed, they may inevitably have some dependence on the state for financing. And the concept of net transference indicates that the growing use of indirect taxation and social security taxes in Norway may emphasize the necessity of a thorough discussion of how the government wants these taxes to influence the growth - or stagnation - of the NPO sector.

Indirect subsidies or adjustments: Paradoxes of VAT

In the international tax literature - much based on the US pioneering studies - there has been an extensive discussion as to whether exemptions for NPOs represent subsidies, or a logical definition of the tax base(7). In my opinion, the discussion often presupposes a too clear *either-or* dichotomy. This may seem very logical and consistent regarding *economic* theorizing and legal decision-making by courts and administrative bodies. Although I cannot go any further into the discussion here; when it comes to *tax legislation*, taxes have a much more practical character, often appearing as compromises and *both-and* solutions.

In the Norwegian debate, it has - inspired by the imported terms «The Third Sector» - been pointed out that the NPOs constitute a part of society different from the government and the market. By going through the preparatory works for legislation on indirect taxation, it has been shown that the legislator has not at all - or only very superficially - discussed whether, to what extent, and how this legislation should be applied to organizations in the third sector(8). It is far too simple just to state that e.g. the VAT should tax all forms of «consumption», and therefore that NPOs should be included, as they either consume themselves or provide consumption for other consumers. Like any tax system, the VAT is a technical system, which may have paradoxical effects when applied to subjects different from the typical targets of the tax. Adjusting for such inconsistencies is not - as a matter of logic - simply exemptions and subsidies. Furthermore, when introducing an indirect tax which is also to be applied to The Third Sector, it may be inquired whether there should be a discussion as to why NPOs should bear a

higher tax burden than before, and if this should be compensated in any way.

In the following, I shall be pointing out some of the problems related to the Norwegian VAT legislation as applied to NPOs. In the present legislation there are only a few minor exemptions for NPOs. A rather small matter seen in an international perspective is the minimum registration threshold in the VAT system, which is very low: a total turnover of NOK 12,000 (USD 1,800) during one year. The reporting and accounting requirements are very demanding (filing six times a year). Any kind of «subsidy» argument is inadequate in describing the rationale behind a possible increase of such registration requirements for NPOs. Referring to «administrative» reasons - a standard, and sometimes vague, - point of reference in tax expenditure discussions, do not clearly point out the special problems relating to NPOs.

The VAT on the sales of NPOs may result in *taxing donations*. Many sales by Norwegian NPOs will be part of fund-raising campaigns. Such campaigns may still be regarded as sales which are subject to VAT. The only exemption is when the difference between the price and the sales value is so great, e.g. 1 : 25(9), that the thing given most properly is defined as a receipt or a token to prove that a sacrifice and action of support has taken place. But in somewhat less extreme cases VAT has to be paid even though it is quite clear that the transaction basically is a gift, the objects are mostly bought by supporters and there is no real competition with ordinary business. In such instances, the value added by the NPO is also extraordinarily high, with the result that the VAT will decrease the net donation more than is the case in ordinary business, where the profit margin is usually smaller. It has not been possible to find any positive reasoning why there should be such a VAT on donations, except the negative: Exemptions distort the general character of the VAT.

There is also a « 40 percent- », and « 60 percent- » paradoxical « effect » of the VAT when applied to NPOs, which illustrates that the VAT has not been adjusted to The Third Sector. An example: An NPO erects a building for its non profit purposes. The cost of the building excluding VAT is NOK 800,000. NPOs also have to pay «incoming» VAT at the standard rate of 20 per cent on purchases, which makes the cost for the organization NOK 960,000. If the NPO arranges a sale in order to finance the cost of the building, the goods sold will most likely be liable to VAT. To cover the construction costs of NOK 960,00 incl. VAT, the organization has to charge a total of NOK 1,152,000 including VAT for its sales. The VAT paid for the building may not be deducted against the VAT charged on the sales, as the use of the building is to be for non profit purposes and is not connected with the sales in any relevant VAT-sense. The result is that the organization - due to VAT - has to raise NOK 352,000 in addition to the cost of NOK 800,000 for the building excl. VAT, i.e. an additional 44 per cent.

The problem is extrapolated in cases where the objects sold by the organization are donated by a VAT-registered business. In such cases the donator has to pay 20 per cent VAT on the removal of the goods from his business. Still the NPO has to pay 20 percent VAT when selling the goods, and 20 per cent VAT on the construction costs of the building, without any of the VAT-payments being allowed to be deducted against each other. Given the numbers in the illustration above, a total of NOK 544.00 now has to be paid in VAT by the business donating the goods and NPO in order to fin-

ance the « basic » costs of the building of NOK 800,000, i.e. an additional 68 per cent.

It is, of course, always possible to point out paradoxical, «technical » effects of tax legislation. But the effects shown above illustrate how the NPOs may easily be subject to unforeseen VAT-consequence. They are partly viewed as consumers and outside the VAT-territory, and therefore subject to pay vat on purchases without deductibility against the VAT they have to charge when they operate *within* the VAT-system, e.g. as vendors of goods. - My main conclusion here is that the NPOs constitute a certain - third sector - with its own distinctive VAT problems. If one, to mitigate such effects, find certain special rules necessary, it is not necessarily appropriate to label them «indirect subsidies». On the other hand, if the legislator, as in Norway, does not implement adjustments to rectify such consequences as pointed out above, it should not come as a surprise that the NPOs will find it increasingly difficult to finance their own activities. By and by they will become more dependent on the government for subsidies (« refunds »).

No independent sources of financing — lotteries?

In a social democratic state like Norway - not allowing any substantial private contributions to NPOs because of the tax system, and subjecting the NPOs also to indirect taxation - there may be a question of monopolizing certain sources of revenue for the NPOs. The Norwegian Lottery Act of 1939 art. 4 states that permission to arrange a lottery may only be granted for humanitarian and charitable purposes. In other words, there is not to be any competition for this kind of income between the private for-profit and the non-profit sectors. However, NPOs are not allowed to arrange lotteries with cash prizes. The state has granted itself a monopoly of cash prize lotteries, and greatly expanded those during the last years, in 1986 nationwide private lotteries reached total estimated sales revenues of some hundred million NOK, while the state lotteries made a total of NOK 4,547 mill. It may be added that as a kind of compromise between the interests of the state and the NPOs in revenues from lotteries, some part of the state lottery revenue is allocated to NPOs, especially sports organizations.

However, this ratio is gradually diminishing, compared to the marked increase in the total revenues from state lotteries. Again, this development illustrates that the NPOs in Norway are more in a position of « competing » with the government, rather than with the private for-profit sector. Furthermore, the financing of NPOs has been increasingly mixed with the economy of the state.

Consequences of economic dependency

The widespread subsidizing of NPOs by the government has raised many issues related to the theme of «public influence » on the way « public money » (i.e. direct subsidies) are spent.

Public authorities, often on a regional level, have the responsibility of furnishing the necessary medical services. Various health acts require that these authorities work out *plans* about how these requirements are to be met. *Medical institutions* and *hospitals* run by NPOs may be allowed into the plan. Only then may they receive public support, which in most instances will be an absolute prerequisite for sustaining the institution. The subsidies may reach 100 per cent of operating costs. As part of the regional health plan, the

NPO-institution will basically have to submit to the same regulations as state hospitals etc. The difference between a hospital run by the government and one run by a NPO may be very small.

Regarding *kindergartens* and *educational institutions*, the consequences of varying levels of direct subsidies have been publicly appointed members of the board, and public influence on admission procedures, curriculum and appointment of employees etc. The influence varies, and may seem to be subject to constant controversy, as it directly concerns the issue of how independent NPOs should be allowed to become. Sometimes the discussion directly involves issues of basic human rights. Norway, - a widely extensive and sparsely populated country, -there are in some places only one kindergarten to be found within a reasonable geographical reach. Christian parents may insist, as their basic parental right, that their children should have access to a kindergarten of their congregation. Non-Christians, or parents belonging to other denominations, may object that channelling public support to one particular nursery makes it impractical and virtually impossible to establish another nursery at the same location, maintaining that they are thus refused their basic right to religious freedom for their children. The debate illustrates the difficulties of basing mainly on public subsidies the financing of an «independent» sector which should stimulate plurality and take care of the interests of minorities.

In some instances, a condition for public support may be that the receiving organisation is «democratically» organized (i.e. one man, one vote) and that membership is « open » to anybody, at least anybody satisfying certain objective criteria(10). Of course, it makes good sense to argue that public money should only be channelled in ways that makes it possible for anybody to benefit and influence. On the other hand, how can minorities or specialized groups rest assured that they may cultivate their own institutions when, in principle, the « majority outside » may always enter and become the « majority inside » ?

Another consequence of the «public money» point of view is procedural. The Administrative Act 1967 establishes a broad set of rules of procedure to which public agencies should adhere. Thereby, it is ensured that the power executed by public agencies on behalf of the people should be enforced in a way that take care of the basic rights of the citizens. The reasoning regarding NPOs receiving public support is quite logical and has already, concerning some basic rules of procedure, been regarded by some authorities to have gained the statute of law: why should NPOs be «exempt» from the same requirements taking care of the rights of citizens (i.e.their members and interested parties) to just and thorough procedures, when the NPOs - just like public agencies - are only able to exist because of public money, i.e. « the money of the taxpayers » ? The result may be NPOs as quasi-administrative agencies. Again, if NPOs should constitute an independent and *flexible* sector, there would be a discrepancy. Also, the line of reasoning is interesting. First, it is argued that in Norway « everybody » - also NPOs should pay indirect taxes. Then the NPOs have to adjust their behavior, organizational structure etc, because - since they receive public subsidies - they administer the taxpayers' money. At least until the NPO in question receives a net transference, see *supra*, this line of reasoning does not seem to hold. More vitally, it requires a more basic discussion as to what kind of independence is necessary for the third sector to fulfill its functions.

When NPOs receive public support, it is easy to start thinking of them as tools for the government. One aspect of this may be the widespread discussion of the necessity to integrate the NPOs in the planning process of governmental agencies. The concept of «planned development» is important for the social democratic way of thinking. In one perspective, such participation is enhancing the status of the NPOs as «partners» of the government and their possibilities to influence governmental decisions. To a certain extent, it is quite clear that such participation is absolutely necessary. The Norwegian Confederation of Sports, for example, has actively engaged itself in making such participation of the governmental planning processes possible for its officers at the local levels. Again, on the other hand, the question may be when NPOs will end up as some kind of quasi-governmental sector.

The «Moral» sector as lawbreakers

Humanitarian organizations traditionally constitute a large part of the third sector. Therefore, the third sector institutions have often been regarded as more moral or idealistic than e.g. for-profit organizations. One of the results of the legislator not taking sufficient care of adjusting requirements to the distinctive features of the third sector, is that these institutions often violate the law. As in most other countries, even rather minor violations of the Norwegian tax legislation, for example, may often be liable to criminal proceedings. The common opinion, to a certain extent supported by research, is that NPOs very often break the rules, and that these violations are not prosecuted due to some kind of «gentlemen's agreement». There seems to be an informal common understanding shared by many government inspectors, etc, that the rules are too strict and put unreasonable bureaucratic pressure on the organisations(11).

Labor law is another area where NPOs probably very often violate the rules without any action being taken by the competent authorities, in spite of the strict sanctions imposed by the law. The Norwegian Labor Act 1977 may be taken as one of the legislative symbols of Norway as a social democratic country. The perspective is very much that of the *employee*. The purpose is to protect from the dangers of work. The positive aspects of leisure time are more or less taken as a matter of course. The need to engage employees also in their spare time to avoid idleness, is not passed upon by the legislator. Therefore, this is another piece of Norwegian legislation where there are no adjustments to the special needs of voluntary organizations. The paradoxes are very clear when it comes to the strict working hours regulations. For instance, there are general prohibitions against night work from 9 pm until 6 am the next day, and against work on holidays from 6 pm the day, before the holiday until 10 pm on the holiday(12). There are exempting rules for which in some instances also some NPOs may qualify. But, for lack of a general exemption for NPOs, they will often have to apply for special permits from the labor law authorities if they want to make use of ordinary staff at late evening hours or on holidays. There is no research supporting the hypothesis that NPOs break the rules and therefore risk criminal proceedings. But this is widely held to be the case. Labor law may be another aspect of legislation where the third sector is treated as some kind of *subordinate* sector. It has to submit to legislation primarily made for the market or for the governmental sectors. The result is that it has to behave as a law-breaker and becomes dependent on some kind of implicit goodwill from the authorities.

The implications of this tension between general, but highly detailed and strict legislation, and the distinctive features of the NPOs are many, but mostly of a very speculative nature. Attitudes of not taking the law too seriously may be generalized, there may be difficulties in recruiting leaders who will take the responsibilities of signing annual reports etc(13). Most relevant to the main issue of this paper is the prospect of many NPOs being dependent on some kind of leniency by the tax authorities and other officials.

NPOS as quasi-governmental compromise

In Norway, as in many other countries with largely expanding governmental sectors during the last decades, the question of reversing the process through reprivatization and privatization has become more vital. The present social democratic government has stated that it seeks «*new models of cooperation between the government and, for example, non-profit, voluntary organisations*»(14). This tendency is also witnessed in other countries reaching the limits of the welfare which the welfare state may possibly provide. Instead of allowing ordinary commercial enterprises to enter into e.g. the *health* industry, it is a more acceptable alternative for a social democratic ideology to open the activities to NPOs. In Norway, there has been a long tradition of NPOs running health institutions. The way of reasoning pointed out here is exposed in the difficulties that newly established private for-profit medical institutions have faced in gaining the political acceptance necessary to obtain any kind of public funding. In Norway, however, there has for a long time been a state monopoly in *broadcasting*, both for television and radio. In 1980 this monopoly was somewhat relaxed, opening for licences for private local broadcasting. In 1987, when the system with private local broadcasting was made permanent, ordinary for-profit organisations and other media businesses, e.g. newspapers, were not supposed to qualify for a licence directly(15).

Privatization through NPOs may be seen as a way of strengthening the third sector. However, it may sometimes seem as if the «NPO-privatization model» is not so much chosen because of the attributes of the NPOs themselves. It may appear to be more a matter of the lesser evil; i.e. they are less different from the government and public sectors than for-profit enterprises. In some ways, especially in the case of broadcasting, the NPOs may end up as some kind of quasi-governmental agents. In one perspective, by allowing only non profits to run local broadcasting, one opens for privatization without really doing it; i.e. the state monopoly is allowed to continue without a really resourceful and dangerous national competitor. Recent political development may imply that this compromise will not hold and that the privatization will continue, also involving more traditional for-profit concepts. Still, the privatization of broadcasting in Norway may serve to illustrate how a social democratic state may use NPOs as some kind of compromise to hold off the challenges from for-profit enterprises against state monopolies and governmental privileges.

The war experience — NPOs as alternative networks

In this paper, I have pointed to the not surprising conclusion that in a widely regulated and expanding social democratic state, the «independent sector» will have problems guarding its independence. «Independence» will also, from an economic and pragmatic point of view, matter less than

the willingness to cooperate with governmental agencies and adjust to governmental plans. Another matter of concern in Norway is that large parts of the legislation affecting NPOs do not take the distinctiveness of the third sector into account. The social democratic way of thinking has often been thinking in dichotomies of state vs. market, employer vs. employees, taxpayers vs. government, etc.

However, as pointed out earlier, the history of the third sector in most countries is highly complex and a result of long historical trends⁽¹⁶⁾. In Norway, the idea of the necessity of a strong independent nonprofit sector was emphasized during World War II. The civil resistance against the German occupiers found some of its basis in the NPOs, which offered an alternative network when the public sector was controlled by the Germans⁽¹⁷⁾. This fact is one of the many reasons why the idea of a strong independent third

sector may seem to take on a life of its own, somewhat independent of the political ideologies which may dominate during some periods.

Apart from such historical occasions which may prove the value of independent NPOs, beyond any doubt, the research needs in a social democratic country like Norway seem to be to point out the increasing dependency by NPOs on the state, and the consequences of this. Such research will have to go into unforeseen consequences of different kinds of legislation and subsidizing procedures. But, more basically, we need a clarification of the rationales for an independent - or at least « somewhat independent » - third sector in a state with vast governmental involvement in many spheres of life, — and much more statistical and empirical data on the role of NPOs.

Notes

- (1) Estelle James, « The Nonprofit Sector in Comparative Perspective : in *The Nonprofit Sector. A Research Handbook*, ed. by Walter J. Powell. New Haven: Yale University Press, 1987.
- (2) Parts of the information presented here will either be available in the Norwegian Statistical Yearbook published by the Central Bureau of Statistics in Norway or in the report to be published in 1988 by the Norwegian Commission on Nonprofit Organizations. In such instances, I do not offer citations. Also, in other instances I have kept citations to materials only available in Norwegian to a minimum.
- (3) The average subsidy ratio in Norwegian NPOs which might have given a basis for calculating the NPO-ratio of GDP has not been estimated. The subsidy ration varies widely. NPOs running health institutions probably receive approx. 4 billion NOK, i.e. 65 per cent of the total subsidies to NPOs. These institutions usually receive subsidies covering 100 per cent of their operating expenses.
- (4) Income Tax Act art. 14 (5) which limits the deduction to maximum 10 per cent of net income or NOK 10.000.
- (5) Norsk Retstidende 1985 p. 929. Norsk Korrespondanseskole. For a more extensive discussion of the numbers quoted here, see Ole Gjems-Onstad, « Skattefrihet for undervisning og forskning », *Skatterett* 1986 pp. 61-92.
- (6) For a more detailed analysis, Oddvar Martinsen, « Overføringer mellom organisasjonene og det offentlige - utvikling og utprøving av analysemodeller for et nettooverføringsbegrep », *Skatterett* 1987: 152-174. For the introduction of the net transference concept, see Ole Gjems-Onstad, « Merverdiavgift og almennyttige institusjoner », Del 1 og 2, *Skatterett* 1987: 159-192, 278-323.
- (7) See the summary of the US discussion regarding income taxes. John G. Simon, « The Tax Treatment of Nonprofit Organizations : A Review of Federal and State Policies », in *The Nonprofit Sector. A Research Handbook*, ed. by Walter W. Powell, New Haven : Yale University Press, 1987. For a broad international presentation by advocates of the exemption point of view - the tax expenditure concept, see Paul R. McDaniel and Stanley S. Surrey, *International Aspects of Tax Expenditures: A Comparative Study*, Deventer, The Netherlands: Kluwer, 1985, especially pp. 91-93. An introductory discussion of the tax expenditure concept relating to the Nordic countries is: Nordisk skatteutgiftsgruppen, *Skatteutgifter*, Nordisk ministerråd, 1987.

- (8) See Ole Gjems-Onstad, « Merverdiavgift og almennyttige institusjoner - Del 1 », *Skatterett* 1986: 159-192, 163-66.
- (9) In administrative practice an object bought at NOK 20 was sold by the NPO at NOK 500. The transaction was not defined as a sale. In another decision, the object used as some kind of receipt had a value of NOK 0.30 and the « price » was NOK 20. See Gjems-Onstad 1986 *supra* p. 187.
- (10) See for example, *Adult Education Act 1976* art. 10.
- (11) In a report by a working party in the Treasury, considering necessary simplifications regarding withholding tax and payroll tax, it was repeatedly stated that NPOs did not adhere to the rules - without any sanctions being imposed : « Forenklinger i reglene om skatetrekk, arbeidsgiveravgift og lønnsoppgaver », Innstilling av juli 1986 fra en arbeidsgruppe nedsatt av Finansdepartementet, 53, 55-56, 58-59. In a thesis made by two MBA students at the Norwegian School of Management, it was found that none of the five sports clubs inquired into complied with the legal requirements regarding payroll and withholding tax. Two of the five clubs operated a completely « black » system. Most striking was perhaps how the officers of the clubs talked quite openly about this « natural » and « efficient » way of handling economic matters. The amounts involved were in no way insignificant. Ole Jørgen Baklid og Morten Solberg Nilsen, « Regenskap og kontroll i norske idrettslag » Diplomoppgave ved Bedriftsøkonomisk Institutt, (1987).
- (12) Labor Act 1977 art. 42 and 44.
- (13) As a student research assistant this writer was one offered the following piece of advice by an established professor of tax law : * *Whatever you do in life, don't sign any annual report by a voluntary organisation !* »
- (14) St. meld. nr. 5 1987-88 p. 87.
- (15) See draft of regulations dated December 12, 1987, supplementing Local Broadcasting Act 1987; and the parliament committee report, Innst. O. no. 3 1987-88; and the report by the Department of Culture, Ot. prp. no. 47 1986-87. Even though an ordinary business - for example a newspaper - may not be granted a licence, it may hold up to 49 per cent of the interest in a qualifying organization.
- (16) See for example, Helmut G. Anheier, « Indigenous Voluntary Associations, Nonprofits, and Development in Africa », in *The Nonprofit Sector. A Research Handbook*, ed. by Walter W. Powell, New Haven: Yale University Press, 1987.
- (17) See as the main work about this hypothesis the dissertation, Thomas Chr. Wyller: *Nyordning og motstand - Organisasjonenes politiske rolle under okkupasjonen*, Oslo ; Universitetsforlaget, 1958.

The following document is a discussion paper dealing with questions related to voluntary work in a EEC context. The Secretary General of Volonteurope describes the development of voluntary action and the way it is perceived by the community and by consumers, professionals, organizations and government in various European countries.

Which Work Ought to be Paid?

by Liebje Hoekendijk*

Introduction

Of late the interest in volunteer work has increased since we are more and more confronted with the fact that in years to come we shall have to live with millions of unemployed people and also since the limit of growth of paid welfare work has been reached. Hence big and small organizations are faced with the question : do we or do we not need paid helpers for such and such a task? Government also is facing the questions : « *Is the request of that organization reasonable ?* » and also: « *Should we or should we not create more employment in the welfare sector?* ». Individuals sometimes wonder if they are being exploited by working as volunteers and replacing a potential paid volunteer.

In short: what kind of work should be paid?

This question of drawing a borderline looks simple and concrete, but, whilst answering it, one raises the most fundamental questions about society : views on money, labour, the community and service. The simplest and ideologically the most satisfactory solution would be to eliminate the difference between paid and unpaid work and to give everyone a basic income, as a result of which everybody becomes a volunteer. However, we cannot wait for such idealistic plans to be realized and we shall have to take more pragmatic decisions.

In discussions on this matter it is clear that the approaches to the problem are strongly opposed to each other and practically every discussion ends in: « it is so - no it isn't ». To clarify the controversy we shall set out ten main approaches that exist and with this material try to draw conclusions which cater for as many interests as possible.

The starting point of this paper is not that paid work is, and always should, be the most important kind of work. Unemployment may produce a very grim and nasty situation, on the other hand the whole concept of labour should be reconsidered. This concept should not only include paid work but also volunteer work and household work, and the status and value of all three aspects should be reconsidered.

In this paper only two kinds are discussed : paid and volunteer work. I think it is a good idea, before considering eventual payment for what up to now has been volunteer activity, to look at the development of volunteer work itself.

The examples in the text have been collected from the countries of the European Community with the help of the Volonteurope members. The Dutch part predominates because the original version of this paper was produced in Dutch.

Development of Volunteer Work

From personal private initiative to relieve distress to official voluntary service

Stand by where there is a need

At the start of many types of volunteer activity we find an individual initiative of a strong able person, moved by compassion. Henry Dunant was deeply touched by the miserable condition of the wounded soldier on the battlefield; there were no provisions and no carte or medical attendance. He

started to develop these, making people enthusiastic, so that they joined in and created a new function and organization - the Red Cross, which spans the world and even has internationally recognized rights of its own.

Florence Nightingale saw that sick people in hospitals were not being nursed - nursing had not been established as a profession before this. There was some domestic staff of sorts and that was it; personally she started to help and others followed; a new kind of work came into existence: nursing.

This development is still growing. When obvious gaps appear in the provisions or when continuous development brings about new needs, in the first instance it is volunteers who will step into the gap and start organizing, straightening things out. Before there were professional services for immi-

* General Secretary, Volonteurope (Committee to Encourage Unpaid Voluntary Action in Countries of the European Community). This study first appeared in *Volonteurope Journal*, n° 5, n.d.

grants there existed volunteer working groups for foreigners and, after the founding of the services, these working groups became critical watchdogs: « *Why do you stay behind your desks? Why don't you go out yourselves and have a look at the boarding houses, the workplace and the hospitals where the foreigners are? How can you think you are helping those people when you keep your distance?* » And they added: « *We volunteers actually do the work you are being paid to do* ». By and by good co-operation has come about between professional services for foreign labourers and volunteer working groups. The results of the combined efforts are in most cases better than those reached separately, but certain volunteer groups in this field insist on staying independent from professional provisions because they are afraid that these will make common cause with industrial circles and authorities who are, they consider, sometimes the cause of trouble for immigrant workers.

There are also other initiatives with a less critical character. A few Belgian examples:

Children in hospitals are grateful for volunteers, as without them they would not have help with keeping up school-work. This help is being given by retired school teachers, unpaid. The official schools for children in hospitals only help when children are there for a very long time. It gives these volunteer teachers great satisfaction to assist in doing this work.

New starters and non-profit groups need advice and have little money: a group, the Senior Consultants Association, gives free help (in Belgium).

Many advisory services, like those on family planning, started as volunteer work not so long ago, because it was necessary.

Extensive literacy work (teaching adults, who apparently did not profit from the school system, to read and write) is done by volunteers.

Bringing a message

A strong incentive for tackling the initiative was not only the urge to help when needed, but also the wish to propagate a personal philosophy, a «message», a pattern of norms and values thought necessary for a full and happy life. Often it was coupled to services answering the needs of the groups for which the message was meant. It is to be seen in its clearest form in the youth work of the many associations in this field. They offered children a third milieu, namely a group of contemporaries, in which there were more possibilities for a variety of activities than in their own family and with less pressure on results than at school. They were kept off the streets and they took part in all kinds of gay and useful enterprises. But they also received a kind of education from being exposed to other opinions on society and the meaning of life. One finds youth societies of every possible religious persuasion. The Salvation Army, at first a completely volunteer movement, also combines the message with an infinite variety of activities.

Spreading the message in a new form is helping people to become aware of their position in society. It motivates the founding of discussion groups and courses.

Social movements which chiefly aim at influencing the mentality still depend mainly on volunteers. These include the NVSH (Dutch institute for Sexual Reform), C.O.C. (integration of homosexuality), women's lib, activities for developing countries, peace movements, political parties, etc.

Broad sectors for volunteer activity

One must look for volunteer activity in wider fields than only those of the welfare sector. There are other gaps in which volunteers take the initiative; environmental action, alternative agriculture, landscape control, handicraft projects, like dressmaking and carpentry (where more often than not volunteer work soon becomes paid work), and production of periodicals, newspapers, etc.

Many recycling initiatives, which use old or thrown away material again (for example, bits of wood in the forests in Belgium), try to turn such activities into money-making work.

Besides stepping into the gap of old and new needs and the propagation of a message in all the forms mentioned, volunteer work is developing in the wider field of sports, recreation and the practice of art. Hundreds of thousands of sports people would be forced into inactivity if volunteer managers, coaches, judges, referees, course trainers and canteen supervisors were not available. Volunteers are also essential in the practice of art by amateurs, in coaching practice groups, in management and in other areas.

The fields overlap. Playground work is recreation, but it came into being in neighbourhoods where children had not opportunities to play for lack of space, so it is a service too.

Holidays are being organized for the handicapped. Education is an essential part of the Volunteer Association for Protection of Nature. The personal pleasure of all people concerned, the growth of body and mind, the development of backward sectors, in short the general benefit, are very often combined in one and the same action.

Volunteer initiatives can be considered the predecessor of practically the entire voluntary sector, the non-profit, non-governmental organizations (NGOs).

Professionalization of the voluntary sector

Courses, professions, institutes

The development from volunteer work to professional work was in the first instance a clear and simple process. To be able to perform the work, people felt the need for more instruction and training on the job. Courses and training facilities came into being and later people with certificates from these courses were officially appointed.

Professional people are experts in their field and the idea that volunteers are by definition amateurs stems from this historical development. Even now professionals feel that it is their expertise which qualifies them to work at all, and casts doubt on this right for volunteers.

With training and education arose another outlook on work: functional and more businesslike. It stresses the point that services are a right, not a favour. The community and therefore every consumer pays for it.

Institutionalization developed also: especially after World War II there was an explosive growth in the number and volume of welfare provisions which no longer originated from volunteer work. One provision generates the other. Mental health organizations, for instance, branching off more and more, a process until recently approved of by the health authorities.

The concern of the professional worker is no longer exclusively focused on the consumer. There is the professional code, the objectives of the organization, the ideology. One has a position in the hierarchy, differentiation was to be

stressed and clarified, and, to protect the position of the workers, professionals join unions.

Institutionalizing is in itself a neutral phenomenon, activities just have to be organized. But in this process the sound optimum is not always sought: not too little of it, nor too much, and then, unchecked, the interest of the institution starts playing a too heavy role in the management.

Each institution has to deal with two factors: aims and interests of the organization. This means realizing the objective for which it has been founded and, as a consequence, the interest in the survival of the organization itself. People expect you to be concerned only with the aims and the objective of the work; not with your own interest. The fact is that they are always linked but it often happens that both issues conflict and it is quite possible, for instance under strong pressure from outside, for the continuity of the institution to become the principal aim and for all sorts of phenomena to appear which serve the institution but not the consumer requiring help nor the real issue at stake. Then dysfunction may sometimes appear: high thresholds, endless waiting lists, the requests themselves not treated as such but made more complicated, more problematic and harder to treat. In order to expand the staff, an untrue image can be given via the registration. Example: someone who comes for help and is registered but never returns after one visit is booked as «treated client» together with the appropriate time-investment. To be able to help effectively, that is, seen from the institution's point of view, the request is altered until it fits the system of the services. The demand is made to fit the supply, and not the other way around. Problems are defined as needs for services.

The whole system of provisions is sub-divided into sectors and is part of a regulation system which fits the work, but not always the people. And this situation is maintained by a financing system which starts from these differences and, as a result, strengthens them and renders them practically impermeable.

The consumer

A quotation from a ministerial paper: «The consumer of all this is forced to offer his request for help into the computer language of the health system, the codes of the social services, the indication systems of family care, and so on. In this way people are silenced, forced to co-operate. For if they refuse to conform to the prescribed procedure, you get disarrangement, and systems are allergic to disarrangement and throw them out. The system is self-controlled. The consumer can only get what the system wants to offer instead of the system's offering what the user needs. An important result is that the consumer is offered help in a way that sometimes weakens self-help, the private and individual solution to the problem. This way people become more vulnerable, less prepared to fend for themselves, more dependent and isolated. But it is not only the health sector which gives rise to complaints. Is there a more lonely creature than the fourteen-year-old with his parcel of self-chosen subjects under his arm, wandering through a gigantic secondary school, changing groups with classes every hour? In this way provisions contribute to making people less capable in body and mind. Ivan Illich said in his different publications that our education creates inability, we get confusing information, we have a military defence which is dangerous for our safety in itself, housing projects which make people run away and medical care which fosters its own illnesses.

All these dysfunctions, whether or not so bad as painted here, do not result from the work as such but from its organizational structure, the institutionalization.

It is practically never possible to discuss the differences between AIM and SELF-INTEREST, between ideal intentions and practical effects, as neutral phenomena. The reaction is mostly highly defensive. With some exceptions of course, like the new law on psychiatry in Italy. This law aims at making mental hospitals obsolete, as they feel like prisons to the patients. The problems they have should be dealt with in the local community, with independent living and with extra support. This is of course a great extra burden for the community.

Even the police might be under criticism for bureaucracy. In Amsterdam a report with recommendations for the police to spend more time on the streets and not to spend 50 per cent of their time in meetings had not effect. But, when general citizens' vigilance groups took it on themselves to patrol to protect their properties, things changed rapidly! There was a general agreement that these watch groups were a danger in themselves, but new forms of co-operation between neighbourhoods and the police are a better prospect and nearer to realization now.

Different parallel developments

Parallel to the tendency to professionalize, the development of volunteer organizations that do not want become professionalized continues. This means that the executive tasks on the boards and the work are not passed on into the hands of paid and specially trained workers. These are mostly the traditional volunteer associations with aims like education, youth work, services and recreation. They continue as always.

In these organizations the number of remunerated workers increases but their role is an advisory one, not an executive one. In their national offices also there might be paid workers, in Belgium on the basis of the number of members, in social/cultural work.

New forms of volunteer work (filling of new gaps, critical movements, interest groups)

Once again it is volunteers, people inside and outside the system who go about filling the gaps caused by the overprofessionalized and overinstitutionalized provisions. When legal aid fails because of high thresholds or because of lawyers who prefer their own code rather than assist the people; then alternative legal aid, and law centres, come into being. So also educational shops started. «sauvage» shops in France (going back to nature), «Gesundheitsladen» (health shops) in Germany. Many initiatives in different countries.

When medical specialists consider only the body, paying no attention to the social or emotional aspects of illnesses or treatments, then self-help groups and mutual aid come into being.

In every big institution there are power struggles. In itself this is not necessarily a bad thing, provided there are no parties with practically no power. In intramural care it is the patient, the person on whom everything is centered, who is the weakest party in the system.

When patients in long-term care in nursing homes are totally at the mercy of these institutions, unions of clients' and patients' associations develop.

DIFFERENT TYPES OF ORGANISATIONS WORKING WITH VOLUNTEERS

A. Volunteers work sometimes for another category

1. Traditional volunteer associations

The basis of their work is humanitarian or Christian. Professional workers are employed, exclusively in supporting functions. Co-ordination is done by volunteers themselves. Very often these associations or societies are dependent on fund-raising for their work. There are often strong international affiliations.

2. Professional organizations (statutory or voluntary)

Type 2 evolved partly from type 1, but of late we have reached a turning point and volunteers are being called in for supplementary tasks. They share a common philosophy with the professions.

Co-ordination is always done by professionals.

3. Alternative, critical, assistance and other critical activities

Volunteers together with critical professional workers, as a reaction to type 2. The first aim is structural change, secondarily personal assistance is given with strong identification with the youth, the patient, etc. It is often professional workers who, especially in the beginning, bring this about unpaid and in so doing act as volunteers.

Volunteers work mostly more than half time. Mixed opinions on volunteering.

examples

women associations
church groups
youth associations
scouting
red cross
community centers
youth services
education work
information centers
creativity centers
hospitals
libraries
different «shops» :
law centers, school
shops, society
shops, women's
cafés, services for
youth, for families
that have problems
with the «caring »
authorities, for run-
away psychiatric
patients

B. Volunteers work for their own group or category, or society

5. Self-help groups

Self-help is a kind of help, given to people in similar circumstances and based on a common experience. The aim is within the person, emancipatory. Groups exist to help with psychological and social problems. Help consists sometimes of groupwork, but very often of help by telephone, by visits, etc.

People who have begun to overcome their problems help those starting to seek help.

Relationship with professionals differ, but self-help groups often give them information.

6. Interest groups, unions or bonds

Unlike type 5 they do not want to strengthen the personality, but they want to change the society which reduces human beings to problem groups. They want to improve the actual situation and to influence the mentality which pushes aside the category that organises itself. They want a fair share of living, money, jobs, provisions.

Large associations might be able to afford some paid staff, the services are for a much larger group than members only.

7. Action groups

Groups whose principal purpose is to change the existing conditions through political action at all levels. The action group is by definition only temporary.

examples

psychological problems:
bereavement, addictions, crises
patient groups
social minority groups
groups for people that have to reintegrate for a problem in the family, parents, partners
Old-age pensioners
divorcees, minors, patient, associations, ex-convicts, ex-psychiatric patients, unemployed
local neighbourhood groups for more parks and playgrounds, safer traffic, more houses
actions against nuclear plants, factory farming

third world actions
peace groups
Amnesty International
social awareness
groups
womens lib
environment groups
different « militant »
groups

Longer lasting groups which aim is above all a change of the population, as a preparation for a changing of administration towards a more humane society. They are also a base for temporary actions. Co-operation with many other organizations of all types.

When the first volunteer initiatives give quite intensive help. It is not so ideological more pragmatic. First comes the personal help, then the situation that causes the trouble, which is the opposite of type 3.
Volunteers do the work, often paid co-ordination houses, lit-
Type 4 may become radical, type 3, or professional projects.
like type 2. Local independent initiatives with names and formats, with national federations.

But also outside problems come up. When a person « has been inside » for a long time, whether in prison, a psychiatric hospital or children's home, the time spent there has not exactly prepared him/her, once outside, to hold his/her own in society, let alone to be able to fend off problems caused by prejudice. Then interest groups of ex-delinquents develop, unions of ex-psychiatric patients and associations of young people in care.

Within these initiatives professional workers and clients are not necessarily opposed. It often happens that strongly motivated workers team up with consumers in order to help them improve their own situation, in which case professional workers sometimes demonstrate a zeal to such a high degree - far beyond their official working hours - that one might use for them the term volunteers. All these initiatives are plainly critical and alternative. They accuse explicitly the factual situation. Rightly or wrongly, they are a sign that dysfunctions exist in the institutionalized system.

Making professional services a thing of relative importance

Some forms of volunteer work are not so explicitly critical, but by their mere existence they show that the work of professionals is not the only thing. Volunteer services, at people's disposal after office hours at night and in the weekends, form a threat, and some professional services had to follow their example.

The volunteers, working in homes for the mentally handicapped, who by their strong personal motivation establish long-lasting relationships with the inmates and thereby often obtain very good results, in an educational sense, raise within these institutions questions like : « *Should not the system be such that these volunteers would not be necessary?* »

Or in educational work for instance: « *If they do so well, unpaid, with what do I justify my salary?* »

In all new forms of volunteering, started as attempts to do things well, or better, it does not take long before one is exposed to the same forces encouraging institutionalization and professionalization. Potentially everyone is open to the negative side-effects of this process. The only possible remedy is to make people conscious of it and realise the danger and take counter-measures. Sometimes one surrenders without opposition or protest to subsidiary regulations that enforce rigidity and are a danger to the identity of the work. But there are also groups refusing subsidy in order not to lose their independence.

Regulations practically never fit the work. The role of the public authorities is ambivalent. They want to control and prevent trouble and they also want to promote renewal. In any case volunteers ought to be encouraged and should be consulted on their view before they become biased. However, there remains a large group of volunteers, especially those coming forth out of the traditional volunteer associations, who prefer integration into institutions and literally put on the white uniform.

Other initiatives

There is still another, new stream of many initiatives for tackling problems in society. Ethnic minority groups unite in unions because they feel they are being made second-class citizens. Neighbourhood groups want better housing conditions, safer traffic, greenery, playgrounds, accommodation

for community centres. In Brussels an action group started to help people who had had their water, gas or electricity cut off, or who were evicted from their homes. Individuals get into trouble with declining incomes and lose all facilities for living. Citizens help them. And so about every dysfunction of society an action group can come up which draws attention to the problem. Members of the action group then get specialized knowledge and become experts in that special field. Sometimes action groups achieve international influence. The Dutch action group « Rein Water » (pure water) brought the French potassium mines into court because of their salt dumping in the river Rhine. The group undertook that activity because official political negotiations had ended in deadlock. Green Peace tries to save the whales, the World Wild Life Fund saves other animals. Amnesty International campaigns for human rights with the help of many volunteers. This volunteer work gives an opportunity to all citizens to participate in society's concerns when fundamental values are at stake. In this way you can take part in deciding what will be undertaken for your benefit. After all you are the expert on your own well-being.

Staff problems

At present in all these initiatives it is often individuals who alone or in small groups are the starter-motor. Nowadays this personal influence is kept more or less concealed; it does not accord with modern conceptions. It smells too much of «charismatic leadership»(1), something which is, for the moment at least, taboo, especially in the welfare field. Nevertheless, without these people, in the open or hidden, nothing would get started at all. Therefore the manning of these initiatives takes place in quite a different way from the usual procedure of job applications.

When volunteers as well as professional workers cooperate in one and the same enterprise, and specially when there are one or more starter-motor-like volunteers, big problems can be expected. In bigger organizations and associations one gets professional bureaux and the relations between volunteer boards and professional staff have in the past often given cause for concern.

Professional organizations

Engaging volunteers in professional institutions might present a different kind of problem. Very often volunteers are looked upon as not quite being colleagues, because they give, and should give, only complementary help. But in certain professional organizations the tide seems to be turning.

One seems to realise now that it is better not to work exclusively with professional workers. Institutions that have only recently professionalized shrink from this, they still have the old idea of paternalistic volunteers, but elsewhere the gates are opened wide and sometimes one is positive on principle; for instance in community development work.

At the moment the relationship between professionals and volunteers, which was improving, is again being put under severe stress because of the policy of our governments to cut down on jobs. Trade unions rightly defend the present volume of paid work. Governments praising volunteers do so sometimes for an ulterior motive. Volunteer work is a kind of dustbin for the arguments in the battle for employment: volunteers are old-fashioned amateurs, attractive alternatives, or job stealers. Both in the discussion about the quality of services, and the discussion about the quantity of jobs, they get blamed for the difficult situation. When unemployed, trained professionals work unpaid in their own profession (because otherwise they would be unemployable in three years' time) the worst suspicions of unions are realised.

In this cacophony of opinions and interests some order might be useful and, to achieve this, this paper has been written. A varied picture of organizations can now be seen.

It is true various developments succeeded one another, but the old forms kept going too. To create some order a description of types of organizations working with volunteers follows. The organization is taken as an ordering principle, because in policy matters, relationship of workers, etc. It appears to be more relevant to look at the kind of organization involved, than at the kind of work.

The number of volunteers is enormous,(2) when using the definition of Volonteuropé,(3) which states that volunteer work has the following elements :

- principally unpaid
- for benefit of the community
- in a more or less organized framework
- done by free choice.

The amount of time spent per person varies tremendously and lies between half a day and five full days a week(4). The average is about three times three hours a week, including preparation and meetings(5).

Types of organizations working with volunteers (condensed from a brochure with the same title)

These are laid out in tabulator form on the previous pages.

Which Work Ought to be Paid? Ten Approaches

The choice of the ten approaches has been made to cover the most important angles. Some of them are concrete interests, some are more ideological, and in the following pages clarification of these arguments is attempted. Some arguments aim a little wider: not only on the payment, but also on the desirability, of volunteering as such.

The point of view of the consumer/client/participant

The question is: should the work, done for you, be done by a paid or an unpaid worker, somebody paid for his/her time?

The larger part of volunteer work does not have clients or consumers. See Chapter II, page 12, self-help, interest and «mentality» groups. All this work would not be there if no volunteers existed, and society would be the poorer for it.

It is often hard as a consumer to accept something you have not paid for. Sometimes one would like to contribute and it does not matter so much if the person in question is remunerated or that the organization gets a contribution. The latter is always most welcome.

It can be a good thing when one has the feeling one can repay on the principle that one good turn deserves another. Aged persons who are a target group can be sick and tired of being sometimes the object of concern. Often they are fit and able and quite capable of taking care of others.

Some people (England) state that they want to feel a certain reciprocity: young volunteers do something for the elderly, but these feel they serve the young people by working together.

Sometimes it is necessary to learn to accept what someone else offers you without further ado and this takes some effort. « It is more blessed to give than to receive ». This situation can be made more acceptable in two ways. When a relationship arises which is clearly valuable for both parties or when the volunteer belongs to a well-known and accepted association.

If the helper is not being remunerated it gives both parties a relaxed feeling. It is all right to gossip away your time. Time is not money, as is the case when you are paid. Both can go to a pub together and let time go by. It is more natural to a relationship.

Also from England: teenage volunteers bring a lively note to housebound people. The latter are not mainly concerned with highly qualified help for simple tasks, but like young people to come in and talk about their school, friends, etc. The young volunteers are often still at school and not paid.

In services the unpaid worker is more credible. He/she likes someone and does not do it « because one has to, seeing that one is paid for it ». When a friendship springs up, it is easier to believe that it is sincere. One has a feeling of belonging.

In assistance by telephone (S.O.S., Samaritans) it is a good thing when volunteers come from the same district, speak the same language.

What unpaid people do not offer

If it is the magic of the expensive professional in the white coat which comforts the patient, volunteers will have little to contribute.

It is possible to approach volunteers outside office hours. In some professional services one cannot have a problem on Friday after five o'clock. Payment often means more organized work and also more protection of spare time. This is not the case with volunteers. They stay sometimes more approachable.

Some consumers feel that they are being cheated if they do not get a paid helper. They have worked hard all their life, paid taxes and social security, and feel they have a right to help. A volunteer appears as a second choice to them, and they think they have to say «thank you». From a volunteer association come simple things that people can do for each other, but complicated and expensive help, like operations, should be covered by social security. In this instance a concept of society is at stake.

In Great Britain, the Kent Social Services Department did research which showed that clients did not know or care whether their volunteer was unpaid or paid (and thus not voluntary).

A mixed model is also welcome to both parties : a small fee for help at home for instance with the result that the helper gets that little bit extra which makes life more agreeable but does not make her feel a charwoman. The amount of money is often so small that it can be paid without having to pay insurance or tax. One must not go beyond a maximum of 13 hours a week, in Belgium ten hours. More hours mean that one falls under the minimum wage obligation.

The nature and interest of the work to be done

To get the best results, are paid workers preferable to volunteers or the other way round?

Is there a relation between money and quality ? No, there is not, it all depends on what you mean by quality.

Quality is always related to aims which should be reached. These aims in social work have changed a lot : first it was to help people out of a situation of being « unsocial », not integrated. After that, it was discovered that it was often society itself which created people who could not cope, so the aim was to change society and to have social criticism, but this sometimes was experienced by clients as manipulation, and the latest attitude is to help people to reach the aims which they define themselves. Volunteers approach this aim with friendship and personal support, and professionals make a structured systematic plan to climb out of a bad situation. This description is simplified, but shows the main aspects.

Quality will always be related to the interests and aims of the people concerned, and everybody who helps should be an expert, be qualified, if not by certificates, then by personal qualities. But remuneration is no guarantee of this.

Quality improvement will result from careful exchange and discussion about the work while it is in progress and from taking time off to support one another.

Example : You are engaged as a junior volunteer to help another junior who has got into conflict with the law. You get entangled in problems, first in exactly the same way as the young person but, because of your own background, you have more resources and you use a lot of initiative to tackle the job. There comes a point where you meet problems with which you cannot cope. There is no work for instance, no school willing to accept him/her, trouble with the police, legal problems.

Then you can look for help in many ways. You can talk it over with the volunteer group you are working with. «Who knows how to handle this? Who knows ways? What will work and what won't. Who knows good advisers? Etc. »(6). There may be other quality problems. Volunteer work implies offering a personal friendship. But between people there is always the balance of power. The other person will always try to find out how far he/she can go with you. People who have suffered from society might try to grasp all they can. Where are the limits so that you cannot be misused in a way which is bad for you and the client? If this becomes a problem (but it need not always be the case and it is not good to make it an issue where it does not manifest itself), it is necessary to be able to discuss it with one another, with other people you expect to be wise.

We know by now that expertise learned by experience cannot be obtained by schooling - though it can be enriched by it.

There is another matter about quality though. Sometimes people have started as volunteers, have grown into the work and have become particularly important to a certain project. In this case a moment may come at which it ought to be possible to appoint such a person as a remunerated, and thus a professional, worker. In this way you can be sure that the experience and expertise of the person in question are available.

Payment means that sometimes one can hold on to a person who would otherwise go and work somewhere else and thus gets lost to the project.

Of course the issue at stake is work that cannot be performed in one's spare time as a sideline. We talk about tasks which occupy at least half one's time and are concerned with situations in which it is impossible to have the family accept the fact that the person in question will continue to work in a central co-ordinating function without being remunerated.

The argument is as follows. Someone's dedication is of such central interest to the project, and he/she gives so much of his/her time to it, that it would be a shame not to hold on to that person. A housewife must be in a position to prove this in the situation at home and the family must accept her absences for she is making a living. With men it happens when they change jobs, and make their spare time, volunteer job into a paid job, a second career. You get some of the best people that way.

Motivation is not for sale

It is important for the project that you can count on people. Payment and as a result a formal working relationship juridically seem to offer more guarantees. But there are guarantees of a different nature which probably are even stronger. The relationship between worker and consumer is a binding factor. When someone starts teaching an illiterate person, such a strong mutual involvement might arise that it is simply unthinkable that the volunteer will run off. Giving up

teaching only threatens when difficulties arise which you can discuss with no one, when the work gets too much for you. In the many other situations in which relationships have been established, one will always hesitate to disappoint the other. Also the group in itself is a strong bond. One belongs to the group, makes agreements and sticks to them or else...

Group control is a strong influence, probably stronger than remuneration. The supposition that payment offers better guarantees is only uttered by paid people. In their situation the fact of being paid may be a reason not to stay away on a given day. Getting the sack is not what they would like to risk. But in so far as professional workers have the same ties with the consumers as volunteers, staying away is just as unthinkable for them. Within professional organizations, and for work which has less irrational aspects, commitment sometimes gets less. However, often the co-ordination of the project is to blame because motivation comes from a well-organized project, with due attention to the motivating aspects of the work and the group. The volunteer commits himself/herself. Self-obligation is the main control. But this has to be nourished and made possible.

Another example still has to be mentioned : continuity. It is a known fact that for instance in homes for the mentally handicapped one of the main problems is the rapidly changing staff. Lately a little less because of unemployment. That has a very negative influence on the patients. Volunteers who choose a patient as a permanent contact have a far more durable relationship which most of the time continues until one of them dies. The volunteer will not even move to another town, although the home does not offer any guarantee of not sending the patient to another institution. In sick-visitors projects volunteers keep coming until the death or healing of the patient.

Continuity can be linked to other factors as well, age for instance. Young volunteers, like students, only stay for a maximum of two years. Older people keep on working much longer.

From a report of a battered women's home:

« We ourselves have been afraid that without remuneration there would be less continuity, but that fear proved unfounded. After three years, five of the six founders are still active in the foundation. New volunteers usually leave in their initiation period.

Another presumed drawback of unpaid work would be unreliability, you cannot count on them ! We have hardly ever come across that aspect and we think the reason is that volunteers know that tasks not performed by them stay unperformed; a very clear appeal is made to each volunteer. When it is easy to be absent, because you are accountable only to one professional who is paid to deal with this kind of problem, the situation is less positive. Again : it is a matter of careful organizing, and then continuity is no problem.

Another disadvantage is said to be that you will get more do-gooders by an uncritical selection of volunteers. You would be forced to take whom you could get.

The first objection is removed by a good introductory period and the second does not hold water. Practically every day we are phoned by women who want to become volunteers.

One benefit of being a volunteer organization (so working with unpaid people) is that this is the best guarantee for self-help. The inmates stay self-supporting (independent) and responsible for themselves and the routine in the house. The continuity in the house depends on them. Residents have

the same tasks as the volunteers. They receive newcomers, answer the telephone, act in unforeseen situations, etc.

There is also mutual replaceability between residents, volunteers and a few remunerated workers. For the remuneration is not based on their speciality, but on the amount of time spent continuously at the job (payment only when working more than half time).

There is more flexibility. Engaging new volunteers is simple, making women perform other tasks does not meet with inflexible task definitions or sneaked-in acquired rights. It is easier for volunteers to quit when they loose interest in the job or want a change. There is no problem with unemployment benefit with voluntary resignation as you do not get that anyway.

A paid legal work relationship can offer the employee better guarantees for his/her rights. Right to speak up, participation in decisions of the organization and such can be claimed when a person is on the payroll, but not when one is a volunteer. This aspect of unpaid work needs extra attention. Professional institutes will have to accept volunteers as equal fellow-workers. Rights should be attached to the job that is being done, not to the formal work relationship. This is a much better starting point altogether».

Continuity and reliability are linked to the degree of responsibility people have and feel for their project(7). This is also proved elsewhere.

A relationship with time-investment does exist though. Full-time volunteers cannot be recruited. Full-time volunteers do exist, not too many though. They can be found for instance in national boards of associations (for women). But this is because they have grown into the job. You cannot obtain someone for a full-time task. Tasks which need full-time application will in general have to be paid. Most of the time these are co-ordinating and administrative posts. Lately, more unemployed people look for time consuming volunteer jobs. But not full-time.

There must be money for those types of work that are still undeveloped, or deal with disadvantaged people. Work in the development stage must not be professionalized too quickly. Do not start paying for every executive task in new projects, otherwise the work will not get the chance to grow. The literacy work for instance needs to be greatly extended, because there are still so many people in need of schooling. If, from the start, all this work is remunerated, it will not be able to expand. Now it is done mostly by volunteers. For the time being it is better not to create from it a dogma either of paying or of not paying. This is not meant to cut down on jobs, but if it is growing sensibly it is creating both paid and unpaid work.

If volunteers are to be paid, they should as far as possible be used in administrative and organizing positions. In this, prejudice of the public authorities also plays a role. They will not pay an administrative worker. « That is work for volunteers, it is not difficult ! » But the only concern of the volunteers, in that kind of mostly young projects, is the work in itself.

Co-ordination implies that in a further stage mutual support is organized. It is imperative that the first payments in a project in the process of growth are for the costs of activities and co-ordination and for the expenses incurred by the volunteers. Then the quality aspects will get a chance also and tension will be avoided.

Too much money is bad for the work. This is still sometimes the case. It is still true, even in times when the problem often is that we have too little money. Sometimes a new kind of work is suddenly fashionable. One has the idea that it is possible to profit by it politically and parties of every colour exert themselves to make all sorts of promises concerning work. Emancipation, projects for unemployed people on the dole, literacy campaigns and, of late, volunteer work in general are treated by the authorities as if they want to behave like Santa Claus. At pay day things mostly appear not to be so rosy as promised, but there is a danger that regulations are being made which do not take into account the reality, the already existing projects, but, on the contrary, are being made up by the ministers and their advisers, mostly bearing in mind their own problems, especially when they co-operate with each other. An improper, unhealthy growth is very frustrating to people who have been working for several years without money and who sometimes, with the sudden interest of the authorities, still miss the boat.

The work is severely threatened when subsidy regulations are contrary to what is seen as essential within the project. Alas, money is not given without imposing conditions on its use. That is the reason why some groups refuse subsidies on principle. (Some Burger Initiativen, or Citizen's Initiatives, mostly of a critical nature, in Germany).

Regulations often haven the wrong suppositions as a starting point : « Volunteer — inexpert, so you will only get money when there is «guidance» by a skilled worker — someone with a certificate from a social workers college. The real experts, the mistreated women in person, are thus declared inexpert. Formal regulation carries with it the false idea of proper control. No one has any grip on professional socio-cultural work but attempts are still made to create formal, even unsuitable, conditions within the volunteer projects and actions.

Payment of workers makes us more dependent on the authorities. We cannot say no to some of the subsidy condition because this would directly affect the work. Rules of the authorities concerning the intake policy for instance, notably the restrictions (no people with double problems for instance) we refuse». (Battered women, also the next quotation).

« On the other hand, it is a disadvantage that official policy agencies remain more free (politically) if we remain volunteer organizations. We do the work, are being praised for that, but neither the municipality of The Hague nor that of Amsterdam make known that they take protection of women's bodies and rights seriously».

A head of a nursing home said to a group of young volunteers : « What can you possibly offer to our patients that our qualified staff cannot? »Answer: «Climb a tree, and play».

Generally speaking, to the volunteers, the interest of the work will probably be the most important thing and they would like the authorities to apply this thought to their policy. This interest prevails over all other interests.

The way volunteers work might be different and one could lose those differences when starting to pay. For example: a group of handicapped people (made redundant for that reason) give help to self-help movements; a volunteer adviser would let the clients fill in their form themselves but would accompany them to the official agencies, and a social worker would fill in your form for you, but would not go with you to the next bureau.

Which Work Ought to be Paid?

There are more differences in social services. There is a difference in accent:

- stronger personal identification
- aimed at the person more than at the problem
- integrated help (with recreation, action, etc.)
- aimed at the individual, but including the family
- not at special hours, time consuming
- more continuity
- stronger emphasis on confidentiality (no team discussions, no records)
- flexible, low thresholds, close.

To sum it up: it is organized friendship.

Negative: the openness of the volunteer might lead to vulnerability. (« The Volunteer in Social Services », a survey, December, 1979. Van Loghum Slaterus. ISBN9060017100).

The emancipation perspective of volunteer work

Emancipation of women - and also of men - seems in some respects to be in conflict with volunteering. The basic objection is that one can only be economically independent when one has a paid post. This is a strong argument for women's councils and women's movements to express themselves rather negatively towards volunteer work. This argument is valid: men earn three times as much money on an average as women in our western countries.

Volunteer work is taken less seriously by the family than a professional job. The family has to accept that they get less service mother is very involved in a volunteer job and this would be of less concern if she had a paid job (Sharing with and possible involvement of the partner sometimes helps). Even socially important jobs, like being the female president of the women's group of the Christian Democratic Party, where the president did not join her family on a skiing holiday because of some important meeting caused family objections, mainly because it was not a paid job. (But she went to the meeting). The same applies to social duties. Women who do intensive volunteer work are still expected to attend birthday parties and will be asked to babysit for grandchildren and nephews and look after sick relatives. These things are not expected from career women.

But this is not the whole story.

Money is not everything and some women (and men) think that volunteer work is better, for you are not compelled to do work when you do not want to, you do not get into rat race and you are not obliged to act against your will. Freedom of choice to commit yourself to causes, worthy of your energy, is sometimes more important than the fact that one works in a recognized job.

Some say it is not innovating just to want to integrate into structures that exist, with all their negative aspects. We want to travel down new roads, have different ideas on money, careers, status, labour and other values in society.

It seems that having the job is the attractive thing, not having to do that kind of work.

Women have sometimes left uninteresting work before they married, (administrator, waitress) and now do volunteer work of a much higher level. (Give support in terminal care, lead discussion groups in church work, co-ordinate projects). Freedom means free choice of commitment, it does not mean doing sloppy work or being undependable.

Paid work ensures regulated protection of the worker but volunteers often do not have such protection; « free choice » does not mean doing less, but more. As a volunteer journal-

ist in Belgium said: « I think I am going to break down and take a paid job ».

Emancipational aspects also concern the large in-between area of volunteer and paid work, «Volunteer» work done by people who really would have liked a paid job instead.

Volunteer work can be a «step-up», for women, who have had to stay at home for years bringing up children, can profit a great deal from volunteer work. If it is their purpose to get a paid job later, preferably parttime, then they perform volunteer work for a year or so and in doing this build self-confidence, after which the step to paid work is not too difficult. The aspect of volunteer work connected with not being paid can be of great help because they do not have to be worth their money (yet) and, in the meantime, they follow courses and learn skills.

Women who would like to get a paid job have difficulty in finding one. Paid jobs are scarce, particularly part-time jobs. In this situation one does not feel happy in volunteer work. One is an «unvoluntary volunteer». Unemployed and people on sick leave also perform volunteer work, sometimes against their preference; they would have preferred paid work. When there is practically no visible difference in quality between their work and that of paid workers it can be rather annoying. They would prefer to be paid for their work instead of being volunteers. This is quite the opposite attitude to that of the volunteer speaking from the tradition of volunteer work (There ought to be a real choice between volunteer work and paid work, so that volunteer work is not a second choice).

When people need to get recognition for their work and feel that recognition means payment for what they do, they will have a preference for paid jobs in the kind of work which is quickest to learn, like different kinds of practical service. These people would like the volunteer work which they do to be turned into paid work: leading women's discussion groups, playground work, Samaritan work (telephone counselling), literacy teaching, home help, neighbourhood services, youth work, etc. This may, or may not, succeed, but, if the job being done by the volunteer is a co-ordinating one of central importance, then the change of that job to a paid one might mean that another person with professional training will get it, not the volunteer who created the job.

Another aspect of emancipation. Sometimes people have built up their own jobs. They themselves have founded and developed the Toddlers' Playground, the action groups « Stop Child Murder on the Road », the « Center for Psycho-Social Services », the «Interests Society for the Handicapped » to name just a few. Getting paid for the work is a recognition and a reward, out of proportion to the small fee they get. It had often occurred in the past. But, in future, with recent expenditure problems, it will probably happen less.

Emancipation is a matter of personal growth, but social status helps a lot.

More status

In certain cases a volunteer function will give more status to a person than his paid job. Board members can gain a high status and, in Great Britain, Justices of the Peace are volunteers. Significantly of late there has been a tendency to remunerate board members with attendance money. The position of boards and the difficulty and complexity of their tasks would justify a special reward.

Wrong status

Sometimes people talk with extra appreciation of volunteers. « *The special dedication of that kind of people !* » etc., but that sort of sentimental idea does not get the volunteer anywhere. They do not identify themselves with it (Like the pedestals for « mothers »).

As long as money is the norm by which all things are being measured in this society, being a volunteer will equate with being soft in the head.

A quotation: « *Playground work is for idealists... When you start paying for that kind of work, you won't get the really enthusiastic people any longer.. What fun if the mayor did not earn a penny! What kind of an idealist should we get then ? What warm feelings for his city!... And what about teachers and nurses ? Is it not about time we stopped seeing an infant teacher as a cheap baby-sitter, but as a competent woman (or man) who guides toddlers in a very responsible way?* » (Kindergarten Journal.)

Less status

Sometimes one misses the rights and securities which the paid job offers and which up to now have not been established for volunteer work. For example, participation in decision-making about your work, insurance against accidents, job security and job development.

It is deplorable, but women with a low income have a different position in this matter from that of women in a better situation.

During the conference of the Union Woman's Contact, called « *Do you also like to work for nothing* », it was especially noted that women whose husbands worked in the lowest paid sector would love to change their volunteer job into paid work. The kind of work they perform lies in the service sector: help for the aged, home help, etc.

If more paid jobs could be created in that sector, it is possible that these women would not be appointed anyway, because the educational requirements for such jobs are getting higher and higher. For people with only primary schooling there are practically no jobs in the caring sector, even when they have proved, as volunteers, to be very suitable indeed. It is not fair to propagate unpaid work to people who just cannot spare the time as they have to try and earn money with every bit of energy they have.

Whatever the aims and policies, we should not forget that most people want to make their own choices. In Great Britain, the Kent Social Service Département did research on the payment of people who were volunteers. It appeared that volunteers had many reasons for rejecting payment, rather than wanting it.

Summing up, the essence of the question of what is most emancipating is a choice of two things:

- being economically independent, or
- having a free choice on what kind of work you want to do, paid, unpaid, or housework.

Both standpoints are being expressed in women's groups.

See also Chapter III(6).

The tradition of volunteer work

Volunteer work is by definition unremunerated work. That this is not something that has to be newly established, goes without saying.

In the traditional volunteer organizations this might go so far that they would even have difficulty in asking for expenses. They give, they do their job, and do not talk about money and what they lose on it is their gift. It is a fact that this attitude is mostly found in associations where the volunteer practically always is a member and even pays a contribution.

Only the argument that in this way you might frighten off the poorer volunteers, and thus turn the work into an upper class affair, lessens this conviction. The elite image, which still exists, is something they want to get rid of.

You do the work because you care.

This is such a prevailing attitude, that to say aloud that you do the volunteer work also for your own benefit, to get wiser for instance, or to have more contacts, or because it gives satisfaction, has been taboo for a long time.

The activities performed by the volunteers very often do not look like employment. Delivering meals, visiting sick people, taking juvenile delinquents into your home, attending many committee and board functions, or temporarily bridging gaps when professional help is not yet available, all this is unpayable work.

It only becomes a point for discussion when a member of a volunteer association works in a professional organisation. Example: A U.V.V. (Union of Women Volunteers) volunteer co-ordinator also has a certain relationship with an institution. That institution wants to pay her, the idea being that with the co-ordinator on the pay roll one will have more control of the project. But the ties with the traditional background of her own volunteer association are stronger and she refuses.

Two traditions collide when traditional volunteers are going to work in a commercial setting. A church-group leads recreative activities on a camping site. The camping manager uses these activities as a recommendation in his leaflet and thus attracts more people. As long as the ties with the church-group are stronger, the volunteers do not want a salary. But some unattached volunteers arrive who want to perform some recreational work and who do not look down on a small fee. The camping manager sometimes provides a free standing place and a little extra money. In this way he gets a number of practically unpaid people for the salary of one fully paid professional. When the parties concerned are satisfied. This is fine. Trouble arises because there is a kind of in-between situation from traditional volunteer work to commercially important work. Trade unions are lately looking very critically at these kinds of situations. Another example: In an after-care group(8), being an ex-patient, the volunteer works naturally free of charge when visiting patients, for that is friendship. But that alters when she gets telephone duty at fixed times from 9.30 -11.30 and is seated next to a paid secretary in a very expensive hospital and has to give advice to foundation companies on the best possible prothesis. Then it is only natural for you to want payment for the hours spent in this way. This last example is a very interesting one for here the same volunteer within the same project only wanted payment for a specific part of the work she performed. Remuneration for the telephone at duty, at fixed hours at the office amidst paid workers, advising commercial concerns. No payment for the many, many visits paid to patients before, after and during their hospitalization. The idea of payment alone was an abomination to her. « *That concerns a personal relationship. I want no payment for that* ».

Another volunteer in an after-care project says: «*This volunteer work is difficult and hard. I would not do it if they paid me for it. If I take a job I want it to be a pleasant one*». Here we have the opposite feeling to what one expects, namely that salary would offer a compensation for the annoying aspects of the work.

In a group that did friendly visiting (of type 1) a person said: «*I don't want to be paid. If they start giving a fee, be it ever so small, I quit. I want my freedom*». This freedom means that for more than 10 years, in the same group, she offered more than half-time, psycho-social assistance. This includes the possibility of being phoned at home at all hours. It is obvious that people want to lay an obligation on themselves and call that freedom. Self-engaged. And another statement of a volunteer: «*Please, keep that small fee. If you had to pay what I'm worth and what I earn at my job, I should be far too expensive. I'd rather do it for nothing*».

When, from the point of view of having to enlarge a service, one has to offer a small fee, for instance in home help, then* the volunteer association will not have this object within its own, organization, but, to stick to its tradition, will agree to help establish a new foundation or project elsewhere.

The point of view of the professional

Luckily the professional point of view does not exist.

The opinions vary just as professional workers will identify themselves with one or more of the various standpoints mentioned before. A few specific approaches will follow; these are important because professional workers are best organized and will have the most influence on policy.

There is a point of view in which the volunteer gets romanticized. «*The volunteer's dedication is very special, not to be equalled by that of the professional worker. If this volunteer gets paid, then the real beauty will vanish*»

It makes one think of the discrimination against women. For some time one presumed that women were very special too and that for instance motherhood had its own halo. We know now that this was positive discrimination which works just as harmfully as negative discrimination, since it creates distances when people are put on pedestals.

Paid people in professional organizations sometimes feel guilty because of their salary. It is especially in professional organizations that one starts paying the volunteers. At a school for young workers in Amsterdam the professional workers share some of their own salaries with the volunteers who also give courses to young people. They get a small sum of money for each evening they work. In so doing they have diminished a difference internally but externally they have created one. Volunteers leading courses for young people in a local centre, for instance, do the same sort of work, but are not being paid. Most certainly they do not belong to volunteer associations like NIVON (a socialist nature friends and education association).

Sometimes, they not only feel guilty, but also threatened. «*If they can work as well without a salary, what do I earn mine for?*» One starts all sorts of reasonings. «*Volunteers don't need the money*». «*They receive benefits*». «*Their husbands provide them with an income, so it does not matter*». «*Within the project we are alike*». And so on.

It is a terrible nuisance when you want to be equals and the money creates inequality.

Some professionals feel hurt when volunteers are supposed to give friendship, are at all times approachable, give a dedication which they themselves also give, sometimes far beyond the line of duty. Some of them say: «*We work like volunteers*».

Professional workers very often act in accordance with a certain ideology which they project onto others. The young volunteers who worked during a couple of weeks in holiday projects got a bit of pocket money. That was reasonable as these young people had no lasting ties with the organization and that small sum of money was just fine for their own holidays.

A professional institute (Youth Service) urged them to demand a minimum wage from the project they worked for. The judge said their claims were justified. This is possible because it must be either hobby, or work, as volunteer work does not yet have a separate legal status. Several hundreds of thousand guilders were claimed. Result, the project went bankrupt and had to stop.

After that, in another town, Vlaardingen, there was some talk of payment of volunteers in holiday projects - also at the initiative of professional workers - until it was decided to pay the minimum fee by the hour. Now, if there is anything alien to such an attitude in that kind of project, it is payment by the hour. Result: the project functioned poorly, fewer volunteers, discontentment and getting sick and tired of all the meetings on the subject.

Sometimes it is professional workers who talk about exploitation and not the volunteers themselves.

«*Being robbed of work*» «*The authorities want to economize. People get sacked and then we are obliged to take in volunteers. Nice work and cheap too!*»

Professionals experience insecurity when faced with the input of volunteers, because existing conceptions learned during schooling are made relative. Recognition of the professional code, attainment of schooling, qualifications for that profession, status of the job, everything starts shifting again if you have volunteers doing the same work. That is why one would love to have plain definitions of what exactly must be seen as typical or pure volunteer work. Doing this at the same time, what must be seen as typical professional work will be settled too and that no doubt will make things clear and give security.

There is a professional attitude in which too close and friendly relationships are prevented. Workers are often transferred for that reason. Volunteers on the contrary freely offer their friendships. One fears that volunteers, being amateurs, will identify themselves too much with their clients/consumers and not be properly functional.

On the other hand, there is an ever growing number of professional workers who like to co-operate with volunteers, even in their own line of work. Some social workers pass their case work to ex-clients, whilst continuing to guide them.

Of course, if fits today's ideology that it is essential that people fend for themselves. The volunteer as a fellow sufferer or participant or member or concerned party (parents, patients, inhabitants, clients) will be treated very positively. Hence the fashionable interest in self-help. However, when volunteers start working in services in what used to be called a professional field, then things become tricky. Professional

workers who are strongly motivated for the interest of their work, are quicker to open up to volunteers. At the « Schorer Foundation » (mental help) in Amsterdam the workers would simply not accept the fact that there were waiting lists of three months of people who needed help. The municipality could not appoint more posts. Of course, in such a case one can restrict oneself to putting the blame on the council. On

the other hand, one can put in volunteers and look for a way, so that everybody can now be seen to discuss his/her problems within four days. That is exactly what they did.

In practice it has now been proved that volunteers are not substitute professionals but that they bring in their own very valuable contribution.
See further below,

(Continued)

Notes

- (1) This term stems from ist sociolog Max Weber. The charismatic leader has the gift of leadership, magnetism, energy, people identify themselves with him/her and he/ she gets things going and stirs people to activity. One could say : the inspiring leader.
- (2) In the *Voluntary Work and Unemployment Study* (by P. Stubbing, Policy Studies Institute, London, September 1984), carried out at the request of the European Community by the Political Science Institute of London in collaboration with Volonteurop, a figure of 16 per cent was given. It included voluntary work, within the commonly accepted elements, in the four countries of the study: England, Belgium, France and The Netherlands.
- (3) Policy Paper Vol. 25: «Volonteurop joint action». April 1985.
- (4) Sometimes blood donors and money collectors are included, the amount of time spent there is much less.

- (5) See survey « *Werkwinkel-in-view*, a report on two years of recruitment of volunteers by television by L. Hoekendijk. Obtainable from the Ministry of W.V.C. at Rijswijk, Holland.
- (6) Volunteer groups may need to get advice from support organizations . In that case it might be important, when they have their own budget, to pay for the advice, otherwise they have to depend on the incidental professional ideologies or priorities for their support. If they were to have money to buy this help (to improve their own quality), there would be a market mechanism, the volunteer group would be the client of the support organization and would have a say in the service.
- (7) Great Britain : « Volunteer Reading Help » divides its service into small 3-4 groups of volunteers, giving service to each school, who ensure that commitments are always covered. The natural solutions work. Problems arise when paid co-ordinators are replaced by volunteers.
- (8) Self-help for after care of women with a mastectomy. In some countries called «Vivre comme avant» or «Reach for Recovery ».



La coopération entre les Communautés européennes et les ONG de développement

Introduction et récapitulation

I. La coopération entre la Communauté européenne (CE) et les organisations non gouvernementales (ONG) a vu le jour en 1976 dans le but d'ajouter à la politique communautaire de développement une dimension nouvelle. Ceci en vue de lui permettre d'appuyer l'expression de la solidarité de l'Europe « non officielle » vis-à-vis des couches les plus démunies des populations du tiers monde. Cet objectif s'est traduit, tout d'abord, par la création d'un article budgétaire destiné à financer, avec les ONG européennes, des projets dans les pays en voie de développement (PVD). Cet article budgétaire (941), fixé d'abord à titre expérimental à 2,5 MECU en 1976, s'est progressivement accru au cours des années suivantes pour faire face à l'augmentation des demandes de cofinancement présentées par les ONG. Il a ainsi atteint 14 MECU en 1981, a doublé pour atteindre 28 MECU en 1982, et a été ensuite porté à 45,0 MECU en 1986, en 1987 l'article budgétaire 941 a été porté à 52 MECU, ultérieurement augmentés dans le courant de l'année à 62 MECU.

Parallèlement à cette évolution du cofinancement, on a assisté à l'augmentation progressive de la part des ONG dans la canalisation de l'aide communautaire aussi bien alimentaire que d'urgence. Enfin, dans les toutes dernières années ont été créés des articles budgétaires spécifiques destinés à des actions réalisées entre autre par les ONG (aide aux réfugiés et personnes déplacées, aide aux ONG intervenant au Chili, aide aux ONG actives dans le domaine de la lutte contre la drogue).

II. Les termes de référence de l'article budgétaire 941 portent sur le financement avec les ONG:

- de projets de développement dans les PVD;
- d'actions de sensibilisation de l'opinion publique européenne.

*Extrait du rapport de la Commission des Communautés européennes au Conseil sur la coopération avec les organisations non gouvernementales (ONG) européennes s'occupant du développement, notamment dans le domaine des cofinancements (budget 1937), publié le 1^{er} juin 1988.

La récapitulation des cofinancements communautaires de projets dans les PVD, dès le début des opérations (1976) jusqu'à la fin de 1987, montre que la contribution communautaire cumulée s'est élevée à 271,0 MECU et a permis de cofinancer 2.629 projets dans des pays en voie de développement.

Ces projets ont été réalisés avec 365 ONG dans 115 PVD. La liste des PVD bénéficiaires avec les montants des contributions communautaires respectives cumulées est reprise au tableau I en annexe.

La ventilation géographique montre que, pour la période en référence, on a alloué 45% des fonds à l'Afrique subsaharienne, 29% à l'Amérique latine, 20% à l'Asie, 5,5% au Bassin méditerranéen et 0,5% au Pacifique. Les pays ACP(1) ont bénéficié de 46%, et les pays non ACP de 54% de la contribution communautaire totale.

Enfin, 51 % des fonds totaux disponibles ont été attribués aux PVD ayant un PNB par tête inférieur à 500 \$US.

Le montant total de l'investissement conjoint des ONG et de la CE, de 1976 à 1987, a été de l'ordre de 656 MECU, ce qui représente un effet multiplicateur de 2,4 fois la contribution communautaire.

Autrement dit, la contribution communautaire représente en moyenne 41 % de l'investissement conjoint ONG/CE.

De plus, de 1978 à 1987 compris, la CE a cofinancé 445 actions de sensibilisation de l'opinion publique européenne en matière de développement, et ce avec 194 ONG pour un montant total de 21,2 MECU.

De 1976 à 1987, au titre de l'article budgétaire 941, 3.074 projets au total ont donc pu être cofinancés, représentant une contribution globale de 292,2 MECU. Le cap du 3000^{ème} projet a donc été atteint et dépassé dans le courant de 1987, douzième année d'activité. Il est intéressant de constater que plus de la moitié (52%) de tous les projets cofinancés et presque 2/3 (62%) de tous les fonds engagés l'ont été au cours des quatre derniers exercices 1984-1987.

Cela souligne l'accélération de l'intérêt des ONG et de la Communauté pour cette forme de coopération au développement. Le tableau II en annexe fournit une ventilation par Etat membre de la contribution communautaire globale de 1976 à 1987 compris.

III. Comme on l'a dit, le cofinancement de projets de développement dans les PVD et de sensibilisation en Europe ne représente toutefois que deux des aspects de la coopération entre les ONG et la CE. D'autres tout aussi importants sont la coopération dans la distribution de l'aide alimentaire, les interventions d'urgence, l'aide aux réfugiés et le rôle de catalyseur que la Commission continue à assumer dans le cadre de la coopération inter ONG au niveau européen à travers un dialogue continu avec les ONG aussi bien sur le plan individuel que collectif.

C'est ainsi qu'en 1987, la contribution communautaire engagée pour les diverses actions des ONG a représenté un montant global de l'ordre de 197,5 MECU (contre 136,0 MECU en 1986) ainsi répartie:

- 62,8 MECU au titre du cofinancement, y compris les actions de sensibilisation;
- 109,4 MECU au titre de l'aide alimentaire;
- 19,1 MECU au titre de l'aide d'urgence;
- 1,7 MECU au titre de l'aide aux réfugiés et personnes déplacées;
- 2,0 MECU pour l'aide aux ONG intervenant au Chili;
- 2,6 MECU pour l'aide dans le domaine de la drogue.

Le présent rapport se propose de rendre compte de la coopération communautaire avec les ONG en 1987, traitant successivement de ses différents aspects, sans oublier les perspectives et les tendances se dessinant pour l'avenir.

Utilisation des crédits communautaires en 1987

1. Cofinancement de projets ONG (article budgétaire 941)

1.1. Cofinancement des projets dans les PVD

Les crédits d'engagement inscrits au budget 1987 au titre de l'article 941 s'élevaient initialement à 52 MECU(2). Ces crédits étaient entièrement engagés déjà en juin 1987. Les services de la Commission ont donc demandé et obtenu que 10 MECU supplémentaires soient virés, à l'intérieur du chapitre 9, en faveur de l'article 941.

Ces 10 MECU supplémentaires ont été également entièrement engagés, ce qui porte l'engagement total pour 1987 à 62,8 MECU, avec un taux d'utilisation des crédits disponibles de presque 100% (projets dans les PVD, actions de sensibilisation et contribution au budget du Comité de liaisons)(2).

Il convient de souligner que depuis la création de l'article budgétaire 941, les crédits engagés annuellement ont montré une progression constante:

Année	Engagement	Taux d'utilisation des crédits disponibles (%)
	annuel (en MECU)	
1976	2,5	100
1979	12,5	98
1982	26,9	95
1984	34,4	83
1985	42,4	99
1986	45,0	98
1987	62,8	99

Les ONG ont donc démontré avec une grande régularité leur capacité d'absorber sans problème des budgets en augmentation constante et parfois importante.

S'agissant plus particulièrement des projets dans les PVD, en 1987, 905 demandes de cofinancement ont été traitées par les services de la Commission, et ce pour une valeur totale de 130,3 MECU (à comparer avec 83,6 MECU en 1986). Parmi ces projets, il a été possible d'en cofinancer 423 (contre 293 en 1986) représentant une contribution communautaire totale de 56,6 MECU (contre 40,1 MECU en 1986). 164 autres projets pour un total de 20,7 MECU n'ont pas été retenus ou ont été retirés par les ONG. Le solde, soit 318 demandes correspondant à un total de 53,0 MECU, a été reporté sur 1988.

Compte tenu des résultats ci-dessus et du rythme sans cesse croissant des demandes déposées (dont un nombre très important n'a pas pu être satisfait faute de crédits), une augmentation des crédits de l'article budgétaire 941 semble indispensable dans les budgets 1988 et 1989.

Le tableau III en annexe fournit, par Etat membre, la ventilation de l'allocation pour 1987.

Quant aux paiements totaux de 51,5 MECU effectués en 1987 (à comparer avec 34,6 MECU effectués en 1986), ils comprennent 24,8 MECU au titre des engagements de l'année 1987 et 26,7 MECU au titre des engagements effectués les années précédentes.

Type et dimension des projets, donations globales

Le tableau IV* en annexe donne une liste complète des 423 actions cofinancées en 1987 dans les PVD.

Comme par le passé, le contenu des projets est extrêmement varié et continue à se répartir dans les trois secteurs principaux traditionnels: le développement rural, la formation et la santé. La plupart des projets relève cependant de plusieurs secteurs à la fois, reflétant ainsi l'approche intégrée qui demeure caractéristique des opérations ONG.

S'agissant de la taille des projets cofinancés, la contribution moyenne de la CE a été, en 1987, de l'ordre de 134.000 ECU (contre 137.000 ECU en 1986). Bien que la contribution

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communautaire puisse atteindre 360,000 ECU sur trois ans, elle n'a dépassé 250,000 ECU que dans 57 cas, tandis que dans 56 cas, sa participation était inférieure à 50,000 ECU (non inclus les donations globales). Ainsi se confirme encore une fois l'attachement des ONG aux opérations de petites dimensions, qui constitue d'ailleurs une des raisons

majeures de leur réussite.

Parmi les 423 projets de développement cofinancés en 1987, 59 donations globales ont été accordées pour un total de 6,8 MECU. A ce propos, il paraît utile de reprendre l'évolution des donations globales au cours des dernières années :

Année	Montant des donations globales (MECU)	% du budget total	Nombre de donations globales	Nombre de mini-opérations	montant moyen de la contribution communautaire par mini-opération (ECU)
1982	1,2	4	25	161	7,453
1983	2,3	7	34	296	7,770
1984	3,1	9	39	383	8,202
1985	3,7	11	43	450	8,146
1986	5,7	13	50	671	8,507
1987	6,8	11	59	822	8,272

Les données qui précèdent mettent en évidence l'augmentation progressive des donations globales en chiffres absolus, tandis que le pourcentage du budget total est resté en 1987 sensiblement le même qu'en 1985-1986. Il est prévisible que ce pourcentage augmentera en 1988, suite au nombre croissant d'ONG éligibles et aux plafonds plus élevés prévus par les nouvelles dispositions en la matière.

Enfin, il convient d'indiquer qu'en 1987, 168 ONG (dont 77 pour la première fois) ont bénéficié d'au moins un cofinancement. Ce chiffre de 77 ONG nouvelles est à comparer avec 33 en 1986. Au total, dans la période 1976-1987, 559 ONG ont bénéficié d'un financement.

Populations et pays bénéficiaires

Les 423 projets de développement cofinancés en 1987 ont été réalisés dans 96 PVD. La ventilation géographique montre que les fonds alloués s'élevaient à 43% pour l'Afrique subsaharienne, 32% pour l'Amérique latine, 18% pour l'Asie, 5,5% pour le Bassin méditerranéen et 1,5% pour le Pacifique.

La contribution communautaire s'est élevée à 24,8 MECU (soit 44% du total) dans les pays ACP, et à 31,8 MECU (soit 56%) dans les PVD non-ACP.

En 1987, le pourcentage des crédits totaux disponibles attribué à des pays ayant un PNB par tête inférieur à 500 SUS a représenté 46%. Il convient toutefois de souligner encore une fois que les projets cofinancés s'adressent par définition aux couches les plus déshéritées des populations des PVD, le PNB par tête du pays n'ayant qu'une valeur relative dans les faits.

1.2. Cofinancement d'actions de sensibilisation de l'opinion publique européenne réalisées par les ONG

En 1987, 87 actions ont été cofinancées avec 75 ONG, pour un montant de 5,7 MECU (équivalent à 9% des crédits disponibles au titre de la ligne budgétaire 941). Le tableau V*, en annexe, donne une liste complète des actions cofinancées en 1987.

Au cours de l'année, 178 demandes, pour une valeur totale de 12,5 MECU, ont été traitées par les services de la Commission. 40 projets pour un total de 2,8 MECU n'ont pas été retenus ou ont été retirés par l'ONG et le solde, soit 51 demandes correspondant à un total de 4,0 MECU a été reporté sur 1988.

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On peut constater que, parmi les 87 actions cofinancées, les thèmes principaux abordés ont été les suivants: les problèmes généraux du développement (29 actions), les questions agro-alimentaires (10) et l'Afrique australe et l'apartheid (7). D'autres thèmes choisis incluent les aspects culturels du développement (4), l'Amérique latine (4) et le rôle de la femme (5). Le grand public (17) et l'enseignement (19) sont à nouveau des groupes-cibles prioritaires, et une attention plus particulière est prêtée aux formateurs d'opinion, aux média et aux milieux politiques (22 actions) (pour plus de détails, voir le tableau en annexe VI*).

L'année 1987 a été marquée par une volonté d'analyse toute particulière. Parmi les actions cofinancées se trouve un sondage de l'opinion publique mené dans les 12 Etats membres (publication du rapport en mars/avril 1988) et une enquête sur l'utilisation des outils audio-visuels. Cette dernière est complémentaire des recherches effectuées au cours de l'année sur l'image de l'Afrique véhiculée par les ONG et les média et de la coordination accrue dans ce domaine important à travers des activités de nouveaux réseaux.

Le point culminant des travaux de réflexion et de coordination sera l'Assemblée générale de 1988, qui, suite à une résolution prise lors de l'Assemblée de 1987, aura comme thème principal la sensibilisation. Cette Assemblée coïncide avec la campagne du Conseil de l'Europe sur l'interdépendance Nord/Sud. La préparation de ces deux événements a fortement marqué le travail des ONG en 1987. Pour sa part, la CE a financé les premières actions préparatoires de la Campagne vers la fin de 1987.

2. Aide alimentaire communautaire acheminée par les ONG (chapitre 92 du budget) et participation au financement d'achats de produits alimentaires par les ONG (articles budgétaires 951)

2.1. Dans le rapport au Conseil relatif à l'année 1986, on a pu affirmer que l'aide alimentaire allouée aux ONG avait atteint

Produits	Quantités distribuées	Augmentation des tonnages par rapport à 1986
- céréales	210.450 tonnes	70,5%
- lait écrémé en poudre	29.740 tonnes	9,1%
- butteroil	3.760 tonnes	178,5%
- sucre	3.900 tonnes	290,0%
- huile végétale	4.215 tonnes	743,0%
- haricots	3.200 tonnes	88,2%
- poisson séché	.960 tonnes	106,5%
- autres produits	ECU 60.000	

un niveau «record». Or, cette performance a été dépassée en 1987. En effet, les quantités suivantes ont été distribuées à travers les ONG dans le cadre du programme d'aide alimentaire 1987:

La valeur budgétaire totale du programme 1987 s'élève à 109,4 MECU, soit une augmentation de 51,9 % par rapport à 1986,

Les actions d'aide alimentaire exécutées par les ONG en 1987 se répartissent comme suit (le calcul est basé sur les tonnages):

- actions de développement	8,4%
- action mixtes (développement/assistance)	50,6%
- actions d'assistance	16,8%
- actions d'urgence	24,2%

2.2. Les augmentations précitées répondent d'abord aux besoins accrus des PVD (et en particulier des régions frappées par des catastrophes). Elles reflètent aussi la capacité des ONG de distribuer de façon satisfaisante les tonnages qui leur sont confiés. Les services de la Commission ont pu justifier les demandes accrues d'aide alimentaire grâce à la meilleure qualité de l'information fournie par les délégués de la Commission activement impliquées dans cet exercice. On ne peut que se féliciter des efforts d'Euronaid en ce qui concerne la livraison et, parfois, l'achat de produits alimentaires. Il faut cependant souligner que des tonnages si élevés sont en train de pousser aussi bien les services de la Commission qu'Euronaid, aux limites extrêmes de leur capacité d'absorption actuelle.

S'agissant des ACP, les quantités accrues notamment de céréales, reflètent la situation catastrophique en Angola, en Ethiopie (y compris dans les régions de l'Érythrée et du Tigré) et au Mozambique. Par contre, l'intervention au Zaïre visant l'établissement de banques de céréales au Nord-Est du pays, se conçoit comme une action de développement.

Les quantités allouées dans les pays du Maghreb ont pu être augmentées grâce à une meilleure coordination des ONG entre elles et avec les délégués de la Commission. Celle-ci a facilité notamment l'aide humanitaire aux réfugiés Sahraouis. Quant au Machrek, l'aide alimentaire à la Jordanie a été augmentée, et les quantités les plus importantes ont été allouées au Liban au vu de la crise actuelle.

L'augmentation considérable de l'aide alimentaire enregistrée en Amérique centrale est due notamment aux activités accrues des ONG européennes au Nicaragua. Le bénéficiaire le plus important en Amérique du Sud a été le Chili, qui a continué à recevoir de l'aide communautaire à caractère humanitaire à travers les ONG européennes. S'agissant du lait écrémé en poudre, la situation a empiré à cause de la décision des Etats-Unis d'arrêter l'envoi de ce produit à de nombreux pays latino-américains, y compris le Chili. Aux Caraïbes, aussi bien la République dominicaine qu'Haïti reçoivent l'aide alimentaire communautaire. Les tonnages les plus importants ont été destinés à Haïti, compte tenu de la situation catastrophique de ce pays.

En Asie, enfin, les quantités les plus importantes ont été allouées dans la deuxième moitié de 1987 suite aux inondations et aux typhons au Bangladesh, au Kampuchea, au Laos et au Vietnam. Aux Philippines, l'aide alimentaire a été allouée pour aider les travailleurs de la canne à sucre en chômage sur l'île de Negros.

2.3. La mise en œuvre de l'aide alimentaire s'est heurtée dans certains cas à des difficultés, et notamment:

- à des retards pour obtenir la licence d'importation nécessaire;
- à des tentatives des autorités locales d'imposer des droits d'entrée sur l'aide alimentaire destinée à la distribution gratuite;
- à des refus d'importation de l'aide alimentaire basés sur les craintes relatives au degré de radioactivité des produits;
- au délai entre la programmation et la livraison. En effet, il peut arriver que le produit devienne disponible localement grâce à une récolte précoce - dans ce cas l'importation est refusée;
- à la situation d'insécurité.

En 1987, les ONG ont éprouvé des difficultés de ce genre dans les pays suivants: Brésil, Cameroun, Ghana, Haïti, Inde, Soudan, Ouganda et Zaïre.

2.4. En ce qui concerne enfin l'article budgétaire 951 (participation aux financements d'achat de produits alimentaires par les ONG), les crédits disponibles n'ont été utilisés que pour des actions d'urgence.

S'agissant des ACP, une aide humanitaire a été fournie aux victimes de conflits en Angola, au Mozambique, et en Ethiopie dans les deux régions de l'Érythrée et du Tigré. Au Bénin, au Burkina Faso et au Niger, l'aide s'est adressée aux populations des zones plus arides, frappées par la famine ou la malnutrition. Au Liban une action coordonnée a été conduite par trois ONG en faveur des victimes de la guerre civile. De même, au Suriname s'est déroulée une action nutritionnelle en faveur de la population victime du conflit. Enfin, en Asie, l'aide s'est adressée aux victimes de la guerre civile en Afghanistan et au Sri Lanka.

3. Aides d'urgence communautaires acheminées par les ONG (article budgétaire 950, Convention de Lomé, Décision du Conseil relative à l'association des PTOM)

Au cours de l'année 1987, les actions d'urgence mises en œuvre par l'intermédiaire des ONG ont représenté un montant de 19,1 MECU, soit 43,4% de l'aide d'urgence totale (44,1 MECU) décidée par la Commission en faveur des populations des PVD frappées par des catastrophes.

Ce pourcentage de l'aide d'urgence totale acheminée à travers les ONG est le plus élevé que l'on ait jamais atteint à ce jour, et confirme l'importance du rôle des ONG à tant que canal d'exécution pour la Commission.

Couv./ Délég.	ONG	UNHCR	Autres ONU	CROIX ROUGE	Total	
FED	5.755	9.805	.	2.617	5.370	22.573
Budget	5.136	9.330	.	3.220	2.825	21.485
TOTAL	10.891	19.135	.	5.837	8.195	44.058
%	24,7	43,4	-	13,3	18,6	100

L'aide aux victimes de la sécheresse et des conflits armés a représenté 67% du total de l'aide d'urgence communautaire décidée en 1987, et a concerné surtout le Mozambique, l'Ethiopie, l'Angola et le Liban. 48% de l'aide aux victimes de la sécheresse et de conflits armés, a été acheminée à travers les ONG.

De plus, des montants considérables de l'aide d'urgence communautaire ont été destinés aux programmes médicaux d'urgence, pour lesquels la rapidité d'exécution est un élément essentiel si l'on veut endiguer la diffusion d'épidémies de malaria, fièvre jaune, etc. Dans ce contexte, les ONG ont joué un rôle important dans l'acheminement de presque trois quarts de l'aide d'urgence destinée à des programmes médicaux directs.

4. Aide aux réfugiés et personnes déplacées (article budgétaire 936)

Sur initiative du Parlement européen, le budget de la Commission comporte depuis 1984, sous l'article 936, des crédits qui ont pour but de permettre à la Communauté d'étendre son assistance aux réfugiés et personnes déplacées dans les PVDALA (Pays en voie de développement d'Amérique latine et d'Asie), après la première urgence (couverte par l'article 950). De 1984 à fin 1987, 29 projets ont été financés pour un montant total de 23,5 MECU.

La totalité des crédits a été engagée chaque année, avant la fin de l'année budgétaire. 71 % des crédits ont été utilisés en faveur des réfugiés, 25% pour des personnes déplacées et 4% pour des actions de rapatriement.

16 projets représentant 31 % des crédits ont été cofinancés avec des ONG, 11 projets (65%) avec l'UNHCR et l'UN-BRO et 2 projets avec des gouvernements (4%).

Dans cette répartition, l'Asie a bénéficié de 50,6% des engagements (Pakistan, Thaïlande, Sri Lanka), l'Amérique centrale et Sud de 45% (Mexique, Salvador, Nicaragua, Honduras, Guatemala, Uruguay), et l'Afrique (en 1984) de 4,4% (Mozambique).

La coopération couverte par l'article 936 permet le financement de projets de durée moyenne, couvrant les dépenses d'investissement et de fonctionnement dans tous les secteurs (agriculture, élevage, pêche, artisanat, hygiène, santé, formation, habitat), ainsi que l'assistance technique nécessaire à leur mise en œuvre, la préparation et l'évaluation de l'exécution du projet.

En 1987, le crédit d'engagement de l'article 936 a doublé pour atteindre 10 MECU et a permis le financement de 11 projets, dont 7 en Amérique latine et 4 en Asie. Une attention particulière a été donnée aux mouvements volontaires de rapatriement et de réintégration des populations de réfugiés en Amérique centrale, notamment du Honduras vers le Nicaragua, du Mexique vers le Guatemala et aux populations déplacées à l'intérieur de ces pays.

Les 5 projets cofinancés avec les ONG en 1987 pour un montant de 1,7 MECU figurent au tableau en annexe VII*.

5. Aide aux ONG intervenant au Chili (article budgétaire 992)

Cet article budgétaire, inscrit pour la première fois au budget communautaire en 1986, a été reconduit en 1987 avec la même dotation de 2 MECU. Son but demeure celui d'aider la population chilienne à travers des organisations non gouvernementales.

* Non reproduit.

En 1987 ont été présentés à la Commission, en vue de leur financement, 71 dossiers pour un montant total de 5,3 MECU. Le nombre des demandes, nettement supérieur au total des dossiers présentés en 1986 (40), montre que les possibilités offertes par l'article budgétaire 992 commencent à être connus et appréciées aussi bien au Chili que dans les milieux ONG européens.

Parmi les projets présentés, 37 ont été financés pour un montant total de 2 MECU (taux d'utilisation de 100%). Comme par le passé, les actions choisies étaient destinées à aider directement la population chilienne, et notamment les groupes considérés comme les plus défavorisés et en détresse. La Commission s'est également efforcée de rééquilibrer autant que possible un équilibre entre les actions intéressant la capitale et la province, entre les différents types de projets (social, économique, culturel, etc), et entre les différents secteurs d'intervention (agriculture, artisanat, services, formation, santé, etc.). Presque un tiers des actions financées l'ont été par l'intermédiaire d'ONG européennes, tandis que le reste a été financé directement avec des organisations chiliennes.

Enfin, il est à signaler que les projets qui avaient été financés en 1986, ont atteint en 1987 un stade satisfaisant d'exécution, avec des résultats très encourageants dans la plupart des cas.

6. Programme de coopération Nord/Sud dans le domaine de la drogue (article budgétaire 949)

L'année 1987 a marqué le début du programme en question. Le budget disponible au titre de cette année, soit 5,5 MECU, a permis de financer un total de 18 projets, les engagements totaux pour ceux-ci atteignant un montant de 5.463.094 ECU. A ceci s'ajoutent des frais administratifs (missions d'identification/préparation de projets, en appui aux services de la Commission) de l'ordre de 30.000 ECU.

Les partenaires ONG ont bénéficié de 11 financements dans l'année, pour un montant total de 2.583.616 ECU, ce qui représente 47% du total des engagements.

Les projets financés couvrent l'ensemble des continents et un large éventail de pays. Cependant les ONG européennes n'ont pas présenté de projet intéressant l'Asie. Pour cette région du monde très touchée par les problèmes de drogue, le gouvernement de Malaisie a présenté un projet de formation pour les travailleurs volontaires de ses ONG nationales. C'est surtout en Amérique latine que l'action des ONG européennes et locales s'est révélée très intense dans la lutte contre la production illicite et la consommation abusive de drogue.

Conformément aux directives établies par le Conseil le 26 janvier 1987, les actions visent les différents niveaux de la filière drogue et cherchent à aider à endiguer la production illicite, réprimer la commercialisation, diminuer et surtout prévenir la consommation de drogue, ces objectifs pouvant être atteints à travers des actions de nature extrêmement variée.

Ainsi, lorsqu'il s'agit d'offrir des alternatives à la production, ceci se fait de façon préventive (actions de développement dirigées vers des populations économiquement fragiles) ou substitutive (comme complément, par exemple, de programme d'éradication des cultures), et à travers des moyens très divers.

Les projets qui visent à freiner la consommation peuvent eux aussi avoir un caractère préventif autant que curatif et s'adressent soit aux victimes de la drogue (traitement, réha-

bilition des drogués), soit à des populations considérées comme «à risque» ou méritant plus généralement d'être sensibilisés au problème. Ici aussi, ces actions peuvent être très variées et s'adressent à des niveaux très différents: financement direct d'actions de sensibilisation/prévention

ou de centres de traitement, ou encore, formation à cet effet de responsables, recherches et études, renforcement institutionnel et encouragement de la coordination entre responsables, etc.

Evaluation (articles budgétaire 941)

Si les chiffres fournis tout au long de ce rapport font état d'une constante progression quantitative des projets cofinancés avec les ONG, il est évidemment tout aussi essentiel que ces actions se maintiennent à un niveau qualitatif satisfaisant. Dans ce contexte, l'importance d'évaluations périodiques n'est plus à démontrer.

On se souviendra que le rapport de la Commission relatif à l'année 1985 a fourni et commenté les résultats de l'évaluation effectuée au cours de la même année. Cette évaluation portait sur 32 projets (25 projets cofinancés avec des ONG et 7 micro-réalisations FED), réalisés ou en cours de réalisations dans 17 PVD d'Afrique, d'Amérique latine et d'Asie.

Depuis lors, les services de la Commission se sont efforcés de donner suite à certaines des recommandations des évaluateurs, notamment dans le texte révisé des Conditions générales de cofinancement entrant en vigueur le 1.1.1988. C'est ainsi que le nouveau texte prévoit désormais trois possibilités d'évaluer un projet cofinancé:

- autoévaluation d'un projet spécifique par l'ONG elle-même;
- évaluation conjointe par l'ONG et la Commission au début, au milieu ou à la fin d'un spécifique;
- évaluation globale, par la Commission, d'un certain nombre de projets ayant des traits communs (par ex. cofinancés avec la même ONG, dans le même pays, dans le même secteur, etc).

Dans les deux premiers cas, il est possible d'insérer d'entrée de jeu, dans le contrat de cofinancement une clause prévoyant une évaluation à un stade déterminé du projet. Ceci est particulièrement utile dans les projets pluriannuels, que la CE peut désormais cofinancer pour une durée maximale de cinq ans. Ce genre d'évaluation est également précieuse pour tout projet revêtant un caractère expérimental ou, plus en général, pour toute action dont la poursuite est conditionnée par les résultats concluants d'une première phase.

Dans ce contexte, et à titre d'exemple, l'évaluation d'un projet de pisciculture en cours au Honduras a permis la réorientation d'une action similaire dont le cofinancement était demandé au Paraguay. De même, la CE a financé l'évaluation de quatre projets cofinancés avec une ONG française à Haïti et se trouvant dans différentes phases de réalisation. Le travail sur place a permis de constater que les projets étaient effectivement axés sur l'implication de la population locale et étaient plongés dans la réalité du pays, ce qui devrait être un gage de leur viabilité après le départ de l'aide extérieure. A l'avenir, la Commission compte se servir plus souvent de ces évaluations ad hoc, dont les termes de référence, le calendrier et les coûts peuvent être intégrés dans le projet lui-même avec un minimum de formalités.

En ce qui concerne le troisième type d'évaluation (évaluation globale), la Commission en prépare une assez semblable à celle effectuée en 1985, mais davantage axée sur l'identification des projets. C'est en effet au stade de l'identification que l'on fixe des paramètres (objectifs, priorités, moyens, etc.) pouvant se révéler par la suite erronés ou inadaptés. Cette évaluation aura pour objet des projets cofinancés dans les PVD et sera effectuée selon des modalités à définir en 1988.

Enfin, la Commission prépare également une évaluation des projets de sensibilisation de l'opinion publique européenne à la problématique du développement. L'impact de ces projets étant particulièrement difficile à évaluer, la Commission est tout à fait consciente du fait qu'il s'agit là d'une entreprise ambitieuse. Elle doit donc être soigneusement préparée et dans ce but il est d'abord essentiel d'en définir la méthodologie, les paramètres du choix des projets à évaluer, etc. Ce travail, amorcé en 1987, se poursuivra en 1988, et prévoit entre autre une prise de contact avec des Etats membres qui montrent un intérêt particulier pour cette problématique.

Campagne Nord/Sud du Conseil de l'Europe

A travers les ONG européennes, la Communauté participe activement à la préparation et à la réalisation de la campagne Nord/Sud du Conseil de l'Europe. Répondant favorablement aux démarches des organisateurs de cette campagne, la Commission a, en effet, contribué dès le début aux travaux préparatoires et a cherché, dans le cadre des institutions de liaison ONG/CCE, à inciter les ONG à appuyer la

campagne par des actions de sensibilisation diverses. Elle a alors annoncé que ces actions pourraient bénéficier d'un cofinancement de l'ordre de 2,5 à 3 MECU en 1987 et 1988, au titre de l'article 941.

A la fin du mois de janvier 1988, 14 projets en provenance d'ONG de divers Etats membres sont présentés pour un cofinancement. La contribution sollicitée s'élève à un peu

plus de 1 MECU jusqu'à cette date. D'autres projets sont annoncés et seront cofinancés aussi rapidement que possible. A ces 14 projets s'ajoutent deux actions qui méritent une attention particulière:

- la Commission a entrepris, en collaboration avec un consortium d'ONG européennes, la mise en œuvre d'une deuxième édition de l'enquête sur l'opinion que les citoyens européens se font de la coopération au développement. Cette action suit l'enquête réalisée en 1983/84. L'enquête proprement dite était terminée à la fin du mois de janvier 1988; l'exploitation des données est en cours et le rapport définitif sera publié fin mars/début avril 1988.
- une exposition itinérante («Train 2000»). Il s'agit d'un train qui circulera dans 10 pays européens (8 Etats mem-

bres de la Communauté, l'Autriche et la Suisse). Il s'arrêtera surtout dans les villes de province et servira comme support d'une animation diverse organisée par les ONG locales avec les médias, écoles, municipalités, etc. Il est prévu que le train entamera son périple en automne 1988 et marquera ainsi la fin de la campagne du Conseil de l'Europe. Cette action, mise en place par un vaste groupement d'ONG européennes a rencontré d'emblée un intérêt très vif auprès du Conseil de l'Europe et du public européen. Elle reprendra les thèmes de la campagne et constituera ainsi une partie intégrante de celle-ci. La contribution financière de la Communauté à ce projet sera particulièrement importante.

Conclusions et perspectives

En ce qui concerne l'article budgétaire 941, on a engagé en 1987 non seulement la totalité des crédits initialement inscrits au budget annuel, mais également les fonds supplémentaires demandés et virés à cet effet. Pour la troisième année consécutive (1985-87), le taux d'engagement des crédits disponibles a été de l'ordre de 99%. En 1987 les ONG ont démontré leur capacité d'absorber sans problème, des crédits de près de 63 MECU au cours d'une seule année budgétaire (à comparer avec 45,0 MECU en 1986 et 34,00 MECU en 1985).

Compte tenu des résultats ci-dessus et du rythme sans cesse croissant des demandes de cofinancement déposées (dont un nombre très important n'a pas pu être satisfait en 1987 faute de crédits), une augmentation des crédits de l'article budgétaire 941 semble indispensable dans les budgets 1988 et 1989. Cette augmentation devrait bien entendu être progressive et tenir compte de la capacité d'absorption aussi bien des ONG que des services de la Commission.

Tout au long de 1987, et comme par le passé, les ONG ont maintenu une coopération étroite avec le Parlement Européen, par exemple au cours de la session plénière du Parlement de février 1987 consacrée à la coopération au développement. Dans ce même contexte, le Parlement a adopté en 1987 plusieurs rapports touchant à l'action des ONG, et notamment le rapport préparé par le membre du P.E. J. Uiburg sur la collaboration ONG/CE.

De même, le groupe «Coopération au développement» du Conseil des ministres a pris acte, en septembre 1987, du rapport annuel de la Commission portant sur les différents aspects de la coopération ONG/CE en 1986. Dans le cadre de ses contacts avec les instances communautaires, le Comité de liaison ONG/CE a continué en 1987 un dialogue avec les présidences du Conseil dans le domaine de la coopération au développement.

Finalement, les organes de représentation démocratique des ONG européennes (Assemblées nationales, Assemblée généralement européenne, Comité de liaison) ont continué à remplir leur rôle institutionnel dans le courant de 1987.

Il ne reste qu'à souhaiter que, parallèlement et au-delà des actions opérationnelles dans les différents domaines de coopération (cofinancement, sensibilisation, aide alimentaire et d'urgence, réfugiés, ONG agissant au Chili, lutte contre la drogue), 1988 et les années suivantes verront se consolider et s'approfondir encore le dialogue permanent des ONG entre elles et avec les différentes instances communautaires.

(1) ACP: Etats d'Afrique, des Caraïbes et du Pacifique signataires de la Convention de Lomé.

(2) Auxquels il convient d'ajouter 0,8 MECU, soit les crédits reportés de 1986.

(3) Cette contribution s'est élevée, en 1987, à 472.550 ECU.

TABLEAU I

Récapitulation par pays bénéficiaire des actions de développement cofinancées par les ONG sur la CE de 1976 à 1987 inclus

	Nombre d'actions	Contribution de la CE en ECU		Nombre d'actions	Contribution de la CE en ECU
Afghanistan	5	177.320	Argentine - Chili	1	154.499
Afrique de l'Est	2	382.967	Bangladesh	101	5.380.070
Afrique de l'Ouest	2	112.376	Barbades	4	534.367
Algérie	10	810.928	Belize	6	97.635
Amérique latine	2	57.870	Bénin	27	605.963
Angola	23	1.601.923	Bhoutan	10	234.614
Antilles néerlandaises	1	59.226	Bolivie	115	6.417.332
Argentine	41	2.775.746	Botswana	18	1.438.419

Nombre d'actions		Contribution de la CE en ECU		Relations OIG-ONG	
				Nombre d'actions Contribution	
Brésil	196	8.176.398	Malaisie	6	
Burkina Faso	174	7.133.113	Maldives	1	285.558
Birmanie	4	66.392	Mali	114	
Burundi	25	2.113.788	Maroc	11	
Cap Vert	39	3.141.589	Mauritanie	23	
Cameroun	91	4.088.066	Mexique	35	
Caraïbes	9	212.067	Mozambique	75	
Centrafrique	28	1.353.106	Namibie	17	
Chili	144	8.218.485	Népal	25	
Chine	6	492.685	Nicaragua	177	
Cisjordanie & Gaza	35	5.689.424	Niger	41	
Colombie	54	2.419.420	Nigeria	20	
Comores	7	425.362	Pacifique	4	
Congo	19	766.949	Pakistan	35	
Cook Island		(1)	Panama	9	
Costa Rica	13	929.801	Nouvelle-Guinée-Pa-	24	
Côte d'Ivoire	33	1.810.209	pouasie	350.911	
Cuba	1	9.133	Paraguay	24	
Chypre	1	43.200	Pérou	158	
Djibouti	7	398.658	Philippines	125	
Dominique	19	604.503	Rwanda	158	
République domini-	37	2.392.175	Saint-Vincent	1	
caïne			Sainte-Lucie	2	
Equateur	92	4.983.440	São-Tomé	2	
Egypte	24	1.743.557	Sénégal	116	
El Salvador	42	2.395.888	Seychelles	3	
Ethiopie	129	7.659.850	Sierra Leone	37	
Fiji	6	444.765	Solomon	8	
Gabon	7	455.263	Somalie	33	
Gambie	29	498.987	Sud de l'Afrique	3	
Ghana	34	1.533.489	Corée du Sud	9	
Grenade	12	592.225	Sri Lanka	65	
Guatemala	36	1.952.480	Soudan	48	
Guinée	1	11.563	Surinam	4	
Guinée-Bissau	45	3.741.863	Swaziland	7	
Guinée équatoriale	5	502.638	Syrie	1	
Guyana	2	65.501	Tanzanie	138	
Haïti	77	6.252.038	Tchad	31	
Honduras	21	667.884	Thaïlande	64	
Hong-Kong	4	47.352	Togo	29	
Ile Maurice	18	814.295	Tonga	2	
Inde	483	22.687.347	Trinidad & Tobago	1	
Indonésie	65	2.975.749	Tunisie	10	
Jordanie	9	1.173.238	Tuvalu	1	
Jamaïque	20	978.679	Uganda	31	
Cambodge	20	1.039.789	Uruguay	30	
Kenya	120	7.276.899	Vanuatu	4	
Kiribati	1	8.718	Venezuela	8	
Laos	14	358.592	Vietnam	27	
Lesotho	24	406.951	Western Somoa	1	
Liban	63	4.537.779	Yémen (A.R.)	13	
Libéria	8	474.475	Zaire	168	
Madagascar	40	1.489.028	Zambie	52	
Malawi	21	1.309.762	Zimbabwe	88	
Malawi/Zimbabwe	1	39.830		5.069.397	
Total				4.901	270.968.222
(1) Voir également Pacifique,					

TABLEAU II

RECAPITULATION PAR ETAT MEMBRE DES FONDS COMMUNAUTAIRES ALLOUES
DE 1976 A 1987 INCLUS

Etats Membres	Actions de développement dans les P.V.D.			Actions de sensibilisation de l'opinion publique européenne			Total		
	Nbre ONG	Nombre d'actions	Contribution CE en ECU	Nbre ONG	Nombre d'actions	Contribution CE en ECU	Nbre ONG	Nombre d'actions	Contribution CE en ECU
Belgique	54	471	47.655.785	30	47	2.302.594	74	518	49.958.379
Danemark	20	66	9.030.916	11	16	667.045	27	82	9.697.961
Espagne	8	26	2.970.792	6	8	575.396	12	34	3.546.188
R.F. d'Allemagne	49	363	46.931.820	21	44	1.958.444	60	407	48.890.264
France	86	453	44.901.067	34	97	3.825.979	113	550	48.727.046
Grèce	-	-	-	-	-	-	-	-	-
Irlande	8	188	8.655.626	5	13	594.721	11	201	9.250.347
Italie	53	286	36.559.809	22	42	2.049.899	64	328	38.609.708
Luxembourg	11	60	3.572.497	1	1	12.517	11	61	3.585.014
Pays-Bas	13	197	20.980.150	21	56	2.903.900	30	253	23.884.050
Portugal	2	4	696.917	2	2	159.840	3	6	856.757
Royaume-uni	61	515	49.045.349	41	119	6.192.276	88	634	55.237.625
Total	365	2.629	271.000.728	194	445	21.242.611	493(*)	3.074	292.243.339

(*) Les ONG sont actives dans le secteur développement et/ou le secteur sensibilisation de l'opinion publique européenne.

TABLEAU III

RECAPITULATION PAR ETAT MEMBRE DES FONDS COMMUNAUTAIRES ALLOUES
EN 1987

Etats membres	Actions de développement dans les P.V.D.		Actions de sensibilisation de l'opinion publique européenne		Total	
	Nombre d'actions	Contribution CE en ECU	Nombre d'actions	Contribution CE en ECU	Nombre d'actions	Contribution CE en ECU
Belgique	77	9.958.515	11	865.487	88	10.825.002
Danemark	14	2.686.920	5	374.478	19	3.061.398
Espagne	23	2.657.179	2	259.053	25	2.916.232
R.F. d'Allemagne	57	9.479.137	12	733.089	69	10.212.226
France	66	8.499.467	15	735.348	81	9.234.815
Grèce	-	-	-	-	-	-
Irlande	16	1.012.214	4	126.528	20	1.138.742
Italie	46	6.864.098	10	833.571	56	7.697.669
Luxembourg	16	786.416	-	-	16	786.416
Pays-Bas	31	3.994.963	11	608.118	42	4.603.081
Portugal	3	388.676	-	-	3	388.676
Royaume-Uni	74	10.280.056	17	1.202.576	91	11.482.632
Total	423	56.607.641	87	5.738.248	510	62.345.889(*)

(*) Il convient d'ajouter à ce chiffre la contribution communautaire au budget du Comité de liaison qui représente 472.550 ECU.

Relations OIG-ONG

One of the items on the agenda of the UNDP Governing Council meeting in October, 1988 (DD/1988/15) concerned cooperation with NGOs. It is particularly interesting and stimulating for NGOs to be informed on the very positive attitude taken by the UNDP Director of NGO Division, and by various government representatives. The text we are publishing hereafter is the official record, but is still subject to correction and, for this reason, should be considered as a provisional document.

United Nations Development Programme Co-Operation with Nongovernmental Organizations and Grassroots Organizations

Ms. TIMPSON (Director, Division for Non-Governmental Organizations) said that, since 1979, the Governing Council had on several occasions requested UNDP to involve grass-roots organizations and non-governmental organizations in activities sponsored by the Programme. Over that period, the concept of development had evolved, with the realization that development could not be limited to economic growth and material gains, but also needed to encompass human resources development, the quality of life and environmental protection. Questioning the merits of «supply-driven » development, the international community had found increasing evidence that actions taken by people to help themselves led to a more viable and independent process of development. Efforts had thereafter been focused on entering into a dialogue with the recipients and using local capabilities instead of imposing inappropriate concepts and techniques. Those strategies had been applied first to primary health care, support to the informal micro-infrastructure, community forestry and rural development. Intermediaries had been needed, of course, to bring together technical experts and villagers, UNDP had found that non-governmental organizations, both indigenous and external, had often been best able to perform that role. Moreover, those organizations served as a kind of laboratory, trying out new ideas which, if successful, could then be applied more widely. It had also become clear that, in emergency situations, non-governmental organizations in donor countries were able to mobilize private resources far beyond those available from Governments. In addition, those organizations could help a wider audience in the donor countries to appreciate the problems of the developing world: for example, several important European NGOs had taken a strong position on debt relief.

The Administrator's report showed that the response to co-operation with grass-roots organizations and NGOs had been enthusiastic in a number of countries. Many government officials had appreciated the considerable advantages of enlisting the support of NGOs for national development efforts and almost half of the field offices had been involved

in initiatives of that kind. All the same, UNDP was not imposing such co-operation, but merely responding to specific requests.

Perhaps because of UNDP's neutrality, Governments had frequently asked it to establish initial contacts with the NGO sector. In 27 countries, the Programme had assisted in organizing workshops or consultations with the participation of Governments, UNDP, the specialized agencies and NGOs. Several countries had requested UNDP to provide support to NGO associations, on the understanding that it was easier to enter into dialogue with a sector which was itself co-ordinated. In those countries, UNDP was supporting government/NGO liaison units and one Government had set aside 10 per cent of its IPF for NGO activities.

UNDP had also assisted Governments in following up the donor round-table meetings with NGO round-table meetings, with the result that a number of donors had committed additional resources to grass-roots projects, in particular for poverty alleviation. Moreover, experiments were being carried out with new mechanisms for channelling resources directly to community groups to support their initiatives. While most of the above activities had been initiated in a spontaneous manner by Governments and UNDP offices, the Administration had nevertheless recognized the need for closer study of the potential benefits and possible constraints of collaboration between Governments, UNDP and non-governmental organizations. In 1988, therefore, the Regional Bureau for Asia and the Pacific had organized a government/UNDP/NGO workshop in Bangladesh to identify areas of mutual interest and concrete steps for joint action. UNDP intended to hold one or two more such workshops in the African region in 1988, if possible, in association with the specialized agencies.

The Partners in Development Programme, launched earlier in the year in 40 countries, also served to promote better understanding of the ways in which NGOs could contribute to the development process. Grants had already been provided for eight projects relating to such diverse activities as the pilot programme to combat youth drug abuse in Uruguay

and a community group's dried meat enterprise in Botswana. Those initial explorations had brought forth a number of innovative proposals and expressions of interest in other countries. To pursue the programme, the Administrator recommended an allocation of \$1 million from special programme resources in 1989, 1990 and 1991 for those activities.

The Africa 2000 Network Programme had been started up in 1988 under UNDP auspices, with contributions from the Governments of Canada, Denmark and Italy. At a meeting in Nairobi in March 1988, NGO representatives and technical experts had approved a two-pronged strategy to channel funds through African NGOs for specific community-defined activities and, at the same time, to strengthen the technical capabilities of those organizations, as well as communication between them and governmental and intergovernmental technical services.

UNDP's associated funds and programmes, particularly the United Nations Volunteers and UNIFEM, had shown the way in those new directions through their own pioneering grass-roots and NGOs activities. The interest generated by the action described above could be judged from the increasing number of Governments requesting assistance, the growing number of NGOs becoming aware of the advantages of co-ordinated efforts and the expanding perception of the enabling role which UNDP could play in that regard.

Mr. KRAMER (Canada) said that active community participation in the development process was the best guarantee of sustainable progress and it was therefore important to exploit the capabilities of NGOs, which were, for the reasons given in paragraph 3 of the Administrator's report (DP/1988/15), the most effective means of reaching out to communities. In such circumstances, there was a need to define the role that a body such as UNDP, which provided technical assistance mainly at the governmental level, should play in relation to those organizations. In his view, UNDP could mobilize resources for activities which were suitable for multi-lateral financing and which NGOs were best able to carry out. It could also, within the framework of regional programmes, encourage Governments to collaborate more widely with non-governmental organizations and, lastly, it could make its executing agencies better aware of the capabilities of NGOs to implement some projects alone or to assist the major agencies in programme implementation. At the same time, it was clear that any support provided by UNDP to NGOs in the field must correspond to the development priorities established by the Government concerned.

Mr. OMAR (Sudan) said that, in his country, several NGOs were successfully implementing bilateral and multilateral technical co-operation projects, as well as training projects focused mainly on rural development. Those organizations were playing an important role in various economic and social sectors in many countries and could thus give grass-roots communities the benefit of their very wide-ranging experience. He paid a tribute to the NGOs and urged them to continue their effective work.

Mr. MATSVAYI (Zimbabwe) said that his Government's development policy emphasized consultation and participation at all stages in the selection, design and implementation of projects so as to involve the entire population and make sustainable development possible. The NGOs, working

closely with specific target groups of the population to assist them in overcoming particular difficulties, were a logical extension of such a policy. His Government had been greatly appreciative of the contribution to national development efforts made by the grass-roots organizations and NGOs which had undertaken bilateral assistance projects and it was keen to make wider use of such organizations through UNDP. He therefore wished to know what procedure was to be adopted for that purpose. He would also be grateful to receive the case studies and other training materials referred to in paragraph 8 of the document under consideration, as well as the report of the training seminar on NGO and grass-roots matters held recently in Bangladesh. Those documents would undoubtedly help to provide national managers with a better understanding of how that system of assistance worked.

Mr. PAYTON (New Zealand) noted with satisfaction that greater emphasis was to be placed on grass-roots approaches and NGO collaboration, and that the particular role of NGOs in development activities had been more clearly defined. He welcomed the very constructive idea of placing \$25,000 at the disposal of Resident Representatives for awards to selected NGOs activities under the partners in Development Programme (DP/1988/15, para. 17). That was one way to extend some of UNDP's responsibilities to the forefront of development. He hoped that the Resident Representatives would make full use of those resources and felt that consideration could be given to increasing those resources by a modest amount as required.

Mr. GAJENTAAN (Netherlands) supported UNDP's approach to co-operation with NGOs. He inquired whether the amount of \$25,000 would be allocated to Resident Representatives each year or for the whole of the period covered by the country programme and would be grateful for more information about the functions of the national screening committee referred to in paragraph 17 of the report.

Mr. TOMINO (Japan) welcomed the initiatives taken by UNDP to promote grass-roots autonomy and NGO participation in various technical co-operation projects. In that connection, Japan anticipated that it would participate with UNDP in financing a power network project in Nepal. He congratulated the NGO Division on the results it had already obtained and encouraged it to pursue those efforts.

Mr. PASQUIER (Switzerland) pointed out that, since the international community gave priority to the most well-known NGOs, financial resources were always channelled towards the same organizations, which, however competent, were no longer able in many cases to cope with the additional burden. To avoid that risk, UNDP should also support NGOs which were less well known but which had capacities that could be exploited. One purpose of the Special Measures Fund for the Least Developed Countries was to finance projects such as those of NGOs and grass-roots organizations and he wondered whether UNDP could use the Fund to that end. The management of small contributions to NGOs in recipient countries was a fairly large administrative task and he wished to know whether UNDP planned to reinforce its field office staff to deal with the additional workload, perhaps by hiring locally recruited personnel.

Mr. KATES (United States of America) congratulated UNDP on the initiatives it had taken to promote community participation in the planning and execution of local development activities, while at the same time requiring the integration of such activities with government policy. He was pleased to note that UNDP was placing more emphasis on collaboration between NGOs and field offices and that it was endeavouring to mobilize its staff, executing agencies and Governments towards grass-roots development. He noted also that the Division had issued a memorandum on grass-roots approaches (para. 7), had prepared case studies for staff training and was compiling a computerized data base. He welcomed the activities being carried out in that area under UNDP's associated funds and programmes (paras. 20 to 26) and encouraged UNDP to pursue its efforts to collaborate with the other United Nations bodies working with NGOs, in particular, UNICEF, FAO, IFAD and the World Bank.

Mr. KAIRO (Observer for Kenya) said that the Division for Non-Governmental Organizations was working in the right direction. His country knew from experience that the viability of a project was virtually assured when the local community was involved in it from the outset. Furthermore, the association between UNDP, NGOs and grass-roots organizations was designed in such a way as to enable NGOs to participate from the inside in the preparation and implementation of projects, an approach which was bound to be fruitful, provided that the NGOs involved were required to work in the region in which they were established. He was firmly convinced, moreover, that UNDP would be well advised to turn first to NGOs which had a wide audience in the country concerned.

Mr. SAHLMANN (Federal Republic of Germany) approved the measures taken by UNDP to involve NGOs and grass-roots organizations in its activities and strongly hoped that such co-operation would be further intensified. Nevertheless, like the representative of Switzerland, he felt it necessary to warn UNDP against the danger of entrusting very large sums to grass-roots organizations. Lastly, he had the impression, at least from reading document DP/1988/15, that the NGO Division had not undertaken as many activities in Latin America as in other regions and he would like to know why.

Mr. LI Yang (China) said that his country had very recent experience of co-operation with UNDP through non-governmental organizations and the results obtained could already be regarded as positive. China was therefore inclined to support such co-operation, as long as it was consistent with the general agreement concluded between UNDP and the recipient Government. Such co-operation was still in its infancy and would certainly have to be improved. China would participate in the initiatives to be taken along those lines.

Ms. TIMPSON (Director, Division for Non-Governmental Organizations), replying to the questions raised during the discussion, said that she would provide the representative of Zimbabwe with all the information required concerning

training courses and workshops organized at the grass-roots level. It might be useful to organize a similar operation in Harare, for that would no doubt convince the representative of Zimbabwe of the usefulness of such training activities.

The representatives of Switzerland and the Federal Republic of Germany had been right in advising caution regarding the selection of NGOs to be associated with UNDP's activities and in wishing to avoid too many resources being entrusted to them. It was through UNDP's field offices that the NGO Division contacted small and medium-sized grass-roots organizations to which it might be useful to allocate resources because the major donors were unaware of them.

UNDP also wished to avoid any duplication with activities already undertaken by other bodies. For that reason, at the Nairobi meeting on the establishment of a regional network of African NGOs engaged in collective forestry, UNDP had above all sought to gather information before considering what activities could be undertaken. Resources for non-governmental organizations were, however, already available, since 20 per cent of the Special Measures Fund for the Least Developed Countries was reserved for NGOs.

Some delegations had questioned whether the field offices had the required capacity to administer projects undertaken with NGOs. Projects of that kind were usually entrusted to the United Nations Volunteers or to grass-roots organizations. In the longer term, those projects would be entrusted exclusively to grass-roots or national organizations.

In reply to the question raised by the representative of the Federal Republic of Germany, she pointed out that the NGO Division was in no way neglecting Latin America. She had very recently been involved in the work of a study group on activities in Latin America under a number of projects to combat poverty. In Peru, UNDP was assisting a community organization to establish an industrial park for microenterprises and helping a national NGO to expand its credit scheme.

The representative of the Netherlands had asked whether the allocation of \$25,000 under the special Partners in Development Programme to each Resident Representative was renewable annually or whether it was intended to cover the whole IPF period. The NGO Division had taken the initiative to make such an allocation on an experimental basis, for 1988 only, reserving the right to judge from the results obtained whether to renew the payment each year for three years. The national screening committee established to participate in the selection of sponsored activities would be composed of representatives of the country concerned, voluntary associations and international and local NGOs. Under the circumstances, it was necessary to adapt very exactly to local situations, which varied considerably. For that reason, the NGO Division had tried as far as possible to decentralize its activities to field offices.

Strengthening Collaboration between UN and Cooperatives

Following is an extract from the statement by Secretary-General Javier Pérez de Cuéllar, delivered to the International Co-operative Alliance (ICA) Congress, 7 July, 1988, Stockholm.

... Since its establishment, the United Nations has opened wide its portals to non-governmental organizations (NGOs) and has worked closely with them. Indeed, legal recognition of these organizations is enshrined in the United Nations Charter.

The Economic and Social Council, at its very first session in 1945, created a Committee on Non-Governmental Organizations which was empowered to grant consultative status to organizations which have the appropriate merit and standing. Initially, only 40 were awarded such status. The International Co-operative Alliance was one of this handful of organizations. In fact, it was in May of 1946 that ICA became affiliated with the United Nations. Your organization holds the highest consultative status in the United Nations - that of Category 1. The granting by the United Nations of this status is a recognition of the high value it places on the manifold accomplishments of ICA and on the work of its more than 170 affiliated organizations and 500 million members. The ICA is one of the few organizations in the world where North-South and East-West find a common meeting ground. Unity in diversity is more than a theme or slogan in ICA, it is its daily work ethic. Since its founding nearly a century ago, ICA has retained a vitality of purpose largely by remaining responsive to the changing needs of its members. This has permitted it to represent the interests of its diverse constituency and to articulate their very special needs at the national, regional and international levels. Nowhere has ICA demonstrated these skills more effectively than in promoting the role of co-operatives in development. In championing this role, it has held high the banner of co-operative principles, namely, voluntary membership, democratic control and protection of members' interest.

Since 1945, the number of non-governmental organizations that have been granted consultative status with the United Nations has increased from the original 40 to almost 800 today. However, the growth of the NGO community should not be measured in numerical terms only. Even more importantly, we have witnessed, during these past four decades, a very dynamic evolution in the nature and scope of NGO work. Today, NGO efforts cover the whole spectrum of international concerns - ranging from technology transfer to disarmament, from trade and commerce to social development and human rights, from public administration to public service. At the same time, the proficiency and technical competence of NGOs have continued to grow and expand. And this proficiency, which was focused in early years on the needs of post-war reconstruction, is now applied to such important issues as the prevention of nuclear war and programmes of technical and development assistance.

The participation of NGOs in the work of the United Nations has been far from passive. They bring to the attention of the United Nations new issues; they collect and make available to the United Nations data and information to which it otherwise would not have access. NGOs publicize widely the work of the United Nations and help create favourable public opinion; they provide experts and resources for the operational activities and field programmes of the United Nations. The autonomy and versatility of NGOs equip them with unique capabilities. They are able to assess grass-roots needs and mobilize grass-root resources. They identify cases of injustice and press for equitable change. They offer both support and constructive criticism to the United Nations.

Over these 40 years, NGOs can lay claim to having strongly influenced the launching and development of many important United Nations initiatives. The International Year for the Child, International Women's Day and the Women's Decade are but a few examples. NGOs have mobilized United Nations action in such human rights areas as raising international concern for migrant workers, refugees, political prisoners and indigenous populations. They have contributed directly to such basic documents as World Plans of Action for the advancement of women, the aging and the disabled. They have also helped the United Nations set norms and standards in technical, economic and social fields, as well as in the area of human rights.

Their continued interest, involvement and participation are of vital importance to the future work of the United Nations. NGOs can play a key role in identifying new and emerging issues, in developing solutions to them and in mobilizing public and private attention and resources in implementing recommended remedies. I am of the firm conviction that the United Nations and the NGO community have only begun to realize the potential of our partnership as envisaged in the Charter. To achieve this potential is one of the key tasks for the future. In my 1987 report to the General Assembly on the work of the Organization, I emphasized that the effectiveness of the United Nations heavily depends on its close co-operation with non-governmental organizations and that I would do all that I can in the years ahead to develop and nurture this partnership.

Perhaps never before has the need for collaborative action been more prevalent. As you know, the United Nations is faced today with a severe financial crisis which has made necessary the implementation of austerity measures. At the same time, however, the international community is placing growing demands on the United Nations in facing global

problems and calls for an expansion in our efforts to bring together the capacities of nations for the common benefit of humanity. It is this paradoxical situation - decreased resources and increased demands - that prompts me to seek your support.

Allow me to highlight some areas in the co-operative field where I see the possibility of enhanced collaboration. Co-operatives have proven to be an invaluable institution for promoting social and economic development and achieving a more equitable distribution of income, and thus warrant our encouragement. In fact, in my report to the General Assembly last year on national experience in promoting the co-operative movement, I emphasized the commitment of the United Nations in encouraging the development of grass-root co-operative organizations. I also suggested to the Member States of the Organization a number of actions they may wish to take to support co-operatives. These included, among others, that Governments strengthen their commitment to co-operatives in a manner consistent with the need to preserve the autonomy and democratic character of these organizations. I suggested that they may wish to enhance the role of agricultural, savings, handicrafts and other

forms of co-operative organizations in the production, marketing and consumption of food and strengthen the role of co-operatives in promoting development in urban areas. Encouraging the participation of women in co-operatives should be a priority, as should be the participation of the poorest elements of society, notably peasants and landless peasants. And I mentioned that Governments may wish to reconsider the role and forms of government support of co-operatives so that they become a more dynamic and self-reliant factor in the development process.

Another important area that deserves our support is the need to strengthen movement-to-movement activities among co-operatives. These activities help in fostering collaboration among co-operatives and increasing the flow of resources and technology to co-operatives in developing countries. It is equally important that we encourage educational and information programmes for increasing public awareness of co-operatives and the role they can play in agriculture, housing, credit and banking, fisheries industry and other economic and social sectors. These examples are not exhaustive but rather attempt to illustrate potential areas for joint endeavours.

IFAD boosts co-operation with NGOs

The Rome based International Fund for Agricultural Development (IFAD) considers non-governmental organizations (NGOs) an indispensable element in development activities and has gradually been expanding its co-operation with them over the last few years. This cooperation will be further enhanced in the future by greater involvement of NGOs in IFAD projects. At present, an annual budget provision of US\$ 350,000 is made for this expanded effort known as the IFAD/NGO Extended Cooperation Programme (NGO/ECP); individual project grants are authorized to a maximum of US\$75,000.

This information was provided by IFAD officers to representatives in Rome of international NGOs during a meeting on 30th September 1988, held in IFAD headquarters.

IFAD was represented by Mrs Giuseppina Pela, its permanent Representative in Rome.

The objectives of the NGO/ECP are to alleviate poverty and to enhance self-reliance through a participatory process. It is expected that this programme will generate knowledge and information, through consultation with local groups, which will prove useful both in ongoing IFAD projects and in the planning of future IFAD investments. Certain NGO/ECP projects

may be considered as «pilot» projects to guide more extensive projects in the future. Such projects may be used to test the introduction or development of technologies with particular advantages for the rural poor; new institutional approaches — in such sectors as rural credit; technological adaptation into farming systems.

The numerous advantages which NGO collaboration can bring to project planning and implementation stem basically from the detailed first-hand knowledge of the socio-economic context into which the project will be inserted. This facilitates mobilization of the local population in favour of the project's objectives; it is also helpful in overcoming resistance due to mutual lack of trust between government agents and local populations. At times, familiarity with local situations permits NGOs to detect and open up new avenues for action which can subsequently be developed on a larger scale - such as the trial and diffusion of new, appropriate technologies.

NGOs can provide insights and experience invaluable for the success of these types of project.

Another important area of collaboration could be training programmes, either for extension personnel or directly for beneficiaries, for the improved management of their resources

through a more effective system of organization, such as farmers' groups, water users' associations and other forms of grass root networks.

IFAD has been trying several methods to encourage co-operation with NGOs. These include: a loan of US\$ 15 million to Zaire to encourage, inter alia, the establishment of NFOs; assistance to Ethiopia to set up a unit for NGOs within the Ministry of Agriculture; a mission sent to Zambia with the intention of strengthening the skills of NGOs, especially in the formulation of projects.

Participants recognised that IFAD is more open to cooperation with NGOs than other UN Organizations. The IFAD representative, Mrs. Pela, highlighted the role of International NGOs and briefly described the objectives of the IFAD development programme, aimed at promoting and strengthening farmers' organizations at all levels. She reiterated the need to get away from the NGO nomenclature and offered IFAD's collaboration in this regard. She acknowledged the effective cooperation already established with IFAD especially during 1987 and urged IFAD to react promptly to IFAD's proposals for future cooperation.

(IFAD Newsletter, 10/11/12, Dec. 1988)



INFORMATION DEPARTMENT

SERVICE DE L'INFORMATION



PREMIERE RATIFICATION DE LA CONVENTION DU CONSEIL DE L'EUROPE SUR LA PERSONNALITE JURIDIQUE DES ORGANISATIONS NON GOUVERNEMENTALES

Le Royaume-Uni a ratifié aujourd'hui à Strasbourg la Convention sur la personnalité Juridique des organisations non gouvernementales.

Dans son préambule, la Convention reconnaît l'utilité pour la

communauté internationale des activités exercées par les organisations internationales non gouvernementales, notamment dans un grand nombre de domaines : santé, culture, éducation, etc.... et leur contribution à la réalisation des buts et principes de la Charte des Nations Unies et du Statut du Conseil de l'Europe. C'est pourquoi les Etats contractants décident de reconnaître "de plein droit" la personnalité et la capacité Juridiques d'une organisation non gouvernementale telles qu'elles sont acquises dans l'Etat contractant de son siège statutaire.

Pour bénéficier des dispositions de la Convention, une organisation internationale non gouvernementale doit remplir les conditions suivantes :

- avoir un but non lucratif d'utilité internationale;
- avoir été créée par un acte relevant du droit interne d'un Etat contractant;
- exercer une activité effective dans au moins deux Etats ;
- avoir son siège statutaire sur le territoire d'un Etat contractant et son siège réel dans cet Etat ou dans un autre Etat contractant.
- La Convention établit les règles régissant les preuves à apporter aux autorités de l'Etat contractant où la reconnaissance est demandée et énonce les cas exceptionnels où un Etat contractant peut refuser la reconnaissance (par exemple, lorsque les activités de l'organisation considérée contreviennent à la sécurité nationale, à la sûreté publique, à la défense de l'ordre et à la prévention du crime, etc.).

Signée par l'Autriche, la Belgique, la Grèce, le Portugal, la Suisse et le Royaume-Uni. cette convention entrera en vigueur après avoir été ratifiée par 3 Etats.

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First ratification of the Council of Europe's Convention on the Recognition of the Legal Personality of Non-Governmental Organisations

The United Kingdom ratified today in Strasbourg the European Convention on the Recognition of the Legal Personality of Non-Governmental Organisations.

In its preamble this Convention recognises the valuable work to the international community of international non-governmental organisations in a great variety of fields (health, culture, education, etc.) and their contribution to the realisation of the purposes and principles of the United Nations Charter and the Statute of the Council of Europe. Consequently, the Contracting States agree to recognise «as of right» the legal personality and capacity as acquired in a State where that organisation has its statutory offices.

In order to benefit from the provisions of the Convention, an international non-governmental organisation must:

- have a non-profit-making aim of international utility;
 - have been established by an instrument governed by the internal law of a Contracting State;
 - carry on its activities with effect in at least two States;
 - have its statutory office in the territory of a Contracting State and central management and control in that State or in another Contracting State.
- The Convention establishes rules on the proof to be furnished before the authorities in the Contracting State where the recognition is sought and sets down exceptional cases in which a Contracting State may refuse recognition (for instance where activities of the Organisation in question contravene national security, public safety prevention of disorder or crime, etc.)
- The Convention has been signed by Austria, Belgium, Greece, Portugal, Switzerland and the United Kingdom. It will enter into force once ratified by 3 states.



From left to right / de gauche à droite: Ambassador Colin McLEAN, CMG, MBE Permanent Representative of the United Kingdom - Mr Erik HARREMOES, Director of Legal Affairs, Council of Europe - Mr Marcelino OREJA, Secretary General, Council of Europe.

The Council of Europe member states:

Austria, Belgium, Cyprus, Denmark, France, Federal Republic of Germany, Greece, Iceland, Ireland, Italy, Liechtenstein, Luxembourg, Malta, Netherlands, Norway, Portugal, San Marino, Spain, Sweden, Switzerland, Turkey, United Kingdom

Les Etats membres du Conseil de l'Europe:

Autriche, Belgique, Chypre, Danemark, France, République fédérale d'Allemagne, Grèce, Islande, Irlande, Italie, Liechtenstein, Luxembourg, Malte, Pays-Bas, Norvège, Portugal, Saint-Marin, Espagne, Suède, Suisse, Turquie, Royaume-Uni,

ASSEMBLEE GENERALE DE L'UAI UAI GENERAL ASSEMBLY

28 novembre 1988

L'Assemblée générale des membres actifs(*) de l'UAI s'est réunie à Bruxelles le 28 novembre 1988, à la Maison des associations internationales.

Elle rend hommage aux membres décédés depuis la dernière Assemblée:

M. Henrik Beer, M. Georges Lorphèvre et le professeur Nikola Stjepanovic.

Les personnalités suivantes sont élues comme nouveaux membres:

- M. Turgut CORATEKIN
Chef de la Section des ONG
Direction des affaires politiques
Conseil de l'Europe (France)
- M. Th. DIMITROV
Chef de la Section des acquisitions et du catalogue,
Nations-Unies (Suisse)
- M. Georges-Henry DUMONT
Secrétaire général
Commission nationale belge de l'Unesco (Belgique)
- Mme Odette GONCET
Secrétaire général
Fédération internationale pour l'économie familiale (France)
- M. Elly HERMON
Chargé de cours (Canada)
- M. Pierre JONNERET
Directeur - Consultant
Chambre de commerce internationale (France)
- M.R.E. KENDRICK
General Manager
The Queen Elizabeth II Conference Centre (UK)
- M. Paul LEFEVRE
Directeur général des ponts et chaussées hre (Belgique)
- M. Egon SLOPIANKA
Secrétaire général
Alliance européenne des UCJG (RFA)
- M. Daniel VAN ESPEN
Directeur
Organisation catholique internationale du cinéma (Belgique)
L'Assemblée renouvelée ensuite les mandats de 8 membres du Conseil pour 4 ans: MM. Casadio, Galtung, Hercik, Hiemaux, Pescatore, Raeymaeckers, Ritchie, Saxena. M. Tévoédjré, dont les charges l'amènent à retourner en Afrique,

(*) Rappelons que les Membres actifs de l'UAI sont des «personnalités qui s'intéressent particulièrement à l'objet de l'UAI... seuls ces membres participent à la direction et à la gestion de l'organisation».

que, demande par l'intermédiaire de M. Ritchie, que son mandat au sein du Conseil ne soit pas renouvelé. Mme Schreiber et M. Vanistendael acceptent un nouveau mandat, mais pour 2 ans seulement.

La composition du Conseil pour la période 1988-1990 est donc la suivante:

Prof. F.A. CASADIO, président
Dr Rafael CALDERA, vice-président
Dr S.K. SAXENA, vice-président
M. Auguste VANISTENDAEL, vice-président
M. Paul HIERNAUX, trésorier général
M. Jacques RAEYMAECKERS, secrétaire général

Membres :

Dr F.W.G. BAKER
Prof. Christian DE LAET
M. Robert FENAU
Prof Johan GALTUNG
M. Vladimir HERCIK
Prof. Marcel MERLE
Prof. Grigori MOROZOV
M. Pierre PESCATORE
M. Andrew RICE
M. Cyril RITCHIE
Mme Myriam SCHREIBER.

Quatre rapports sont successivement entendus par l'Assemblée: rapport de gestion présenté par l'ambassadeur J. Raeymaeckers - on en lira la texte complet ci-dessous, rapport sur les publications et le système informatique présenté par M. A.J. Judge, rapport sur le département « Congrès et services » par Melle G. de Coninck, rapport financier par M. Hiemaux, trésorier de l'UAI.

Un débat s'engage sur le contenu et la forme des publications de l'UAI. L'Assemblée est consciente de la masse croissante d'informations dont le traitement s'impose à l'UAI. Les nouvelles recherches et publications envisagées sont examinées une à une.

Les quatre rapports sont approuvés. L'Assemblée approuve également les comptes de recettes et de dépenses des années 1986 et 1987, ainsi que les prévisions budgétaires pour les années 1989 et 1990.

La célébration prochaine du 80e anniversaire de l'UAI - en 1990 - est évoquée ensuite par le secrétaire général qui sollicite avis et suggestions. Plusieurs propositions sont faites qui seront complétées en vue d'un examen approfondi par la prochaine session du Conseil, qui se tiendra en avril 1989.

Rapport d'ensemble du secrétaire général sur les activités de l'UAI

novembre 1986 - novembre 1988

présenté à l'Assemblée générale de l'UAI du 28 novembre 1988

Le rapport d'ensemble que je vais avoir l'honneur de vous présenter porte sur les activités de l'UAI pendant la période qui s'est écoulée depuis la dernière session de l'Assemblée générale ordinaire du 27 novembre 1986.

J'ai suivi la même méthode qu'auparavant mon prédécesseur, en composant fidèlement ce rapport d'après ceux que nous avons périodiquement présentés à notre Conseil, afin d'en assurer la concordance et la continuité.

Selon la tradition, j'aborderai successivement les matières qui relèvent des trois départements de l'UAI, introduisant ainsi les rapports plus détaillés qui seront faits à ce propos. Certains chevauchements ne pourront être évités, ils résultent des relations étroites existant tout naturellement entre leurs diverses activités.

Situation financière

Vous trouverez dans vos dossiers les documents comptables relatifs aux années 1986 et 1987, ainsi que les prévisions budgétaires pour les années 1989-1990, soumis statutairement à l'approbation de l'Assemblée par le M, le trésorier général.

Quiconque a suivi et comparé les comptes de recettes et de dépenses des dernières années peut se rendre compte des résultats progressivement acquis, d'un exercice budgétaire à l'autre, dans la gestion et la promotion de l'UAI.

A vrai dire, ceux-ci se trouvaient déjà en germe dans les actions décidées au cours de la première moitié des années 1980:

- l'action de promotion réussie grâce au concours des personnalités éminentes qui y ont apporté tout le poids de leur prestige et de leur autorité a affermi les assises financières de notre Institut;
- l'introduction de l'informatique dans le traitement et le développement de son capital unique de données a permis à l'UAI de poursuivre, selon les méthodes modernes, la tradition des grands documentalistes que furent aussi nos Pères fondateurs;
- la décision prise il y a quelques années de confier à une firme privée l'édition des annuaires basés sur notre banque de données a libéré largement l'UAI des tâches de commercialisation et assuré la couverture de la plus grande partie de ses coûts de fonctionnement.

Les relations avec le partenaire commercial demeurent placées sous le signe d'une collaboration vigilante. Un remaniement apporté au contrat avec notre éditeur (dont d'autres aspects seront évoqués dans le rapport du département des Communications et recherches) a assuré une plus grande sécurité dans l'incidence sur notre budget des frais de change, en même temps qu'il ouvrait pour nous la possibilité d'une indépendance accrue, résultant d'innovations dans le secteur informatique ou de la vente de produits nouveaux.

L'autre part de nos rentrées, ce sont celles provenant de nos membres associés, en croissance continue.

Enfin, des subventions régulières de montants relativement symboliques s'ajoutent à notre crédit; on perçoit ici l'intérêt traditionnel que les principaux Etats-sièges d'OING persistent à porter à notre Institut.

En résumé, l'actuel équilibre dépend donc du concours de quelques facteurs: une gestion mesurée, des recettes régulières, une production positive, qui ont permis les investissements nécessaires en personnel et en équipement.

Nous gardant d'un optimisme imprudent, la raison nous dicte maintenant de poursuivre la gestion de cet équilibre et d'y conformer nos programmes et nos dépenses, sans spéculer sur la chance de rentrées providentielles.

Services généraux, revue, études

Comme précédemment, les services dits «généraux» ont, grâce à l'action irremplaçable de Melle Devillé dans ce

domaine également, répondu aux multiples exigences qui découlent, pour l'ensemble de l'UAI, de sa politique du personnel, de l'économie de la maison, des diverses démarches extérieures, des relations avec les services publics et privés, des contacts avec les associations, de l'accueil des visiteurs, etc. C'est ici pour moi le lieu de rendre hommage au personnel du Secrétariat général pour sa qualité et son dévouement à la poursuite des objectifs de l'UAI.

Dans le domaine des relations extérieures de l'UAI, j'ai, comme mon prédécesseur, cultivé la charge d'entretenir et de développer les contacts de notre Institut, tant en Belgique qu'auprès des instances internationales.

Je voudrais particulièrement souligner la poursuite des relations confiantes avec le ministère de la Justice du pays-hôte, de qui relève les problèmes des associations et fondations, ainsi que le contact, préparé par notre représentant permanent M. Rice, avec le quartier général des Nations Unies l'an dernier et que A.J. Judge a approfondi lors d'un voyage d'études aux Etats-Unis, d'où il a ramené une riche moisson. J'espère pouvoir compléter bientôt ce contact par une visite à l'Office européen des Nations-Unies à Genève, avec qui notre représentant permanent M. Ritchie entretient des relations confiantes.

Je mentionnerai aussi ma visite récente au nouveau directeur général de l'Unesco M. Federico Mayor, préparée à Paris par MM. Hercik et Malempré, et dont M. Judge, qui y assistait, pourra également vous dire la portée sur les activités de son département.

Plus récemment encore, l'UAI a été, à la demande du Secrétariat du Conseil de l'Europe, représentée par Melle Devillé lors de la dernière réunion à Strasbourg du Comité de liaison des ONG.

Dans son rapport, M. Judge pourra aussi vous parler de ses divers contacts scientifiques lors d'un récent voyage en Asie et notamment à l'Université des Nations Unies à Tokyo.

Il faut également souligner la notoriété que les activités de Melle de Coninck à la tête du département des Congrès et services confère à notre Institut dans des milieux internationaux très larges.

Notons enfin que le gouvernement du pays-hôte a prié l'UAI de participer activement aux manifestations qui marqueront ici en décembre le 40ème anniversaire de la Déclaration des droits de l'homme.

Pour ce qui est de la Revue, autre facteur de rayonnement de l'UAI, elle est, comme vous le savez, du type académique depuis le remaniement intervenu en 1984. Son contenu est largement tributaire de collaborations bénévoles généralement extérieures à l'UAI, qui exigent une abondante correspondance et qui ont alimenté les numéros parus en 1987 et 1988, selon un programme à long terme défini antérieurement. Les directives en vigueur restent d'avoir toujours en vue la spécificité associative des sujets abordés et leur traitement dans l'esprit d'objectivité scientifique qui est celui de l'UAI.

Il y aurait certes intérêt à développer l'apport original de l'UAI à la Revue, dans la mesure où la possibilité en existe au rythme actuel de parution; j'exprime ici ma gratitude à ceux de nos membres qui y ont ainsi contribué.

A ce propos, j'ai relevé sous la plume de mon prédécesseur une phrase où, parlant d'un programme de la télévision française, il s'était dit frappé par le fait que « *le concept ONG tend souvent à se réduire pour le grand public au développement et aux causes proprement humanitaires, en laissant fâcheusement dans l'ombre une masse de mouvements associatifs transnationaux tout aussi digne de considération* »,

Je partage cette vue, et crois qu'il faut s'efforcer de donner du mouvement associatif une image compléte. Les grands courants associatifs de collaboration scientifique par exemple, constituent un monde dont on pourrait parler d'avantage; et il en est beaucoup d'autres.

Communications et recherches

M. Anthony Judge a préparé à votre intention un remarquable rapport sur les activités de ce département, qui est son domaine et son œuvre et où il peut compter sur l'assistance de l'excellente équipe qui l'entoure.

Vous y constaterez notamment qu'aux publications connues s'en sont ajoutées ou que sont prévues de nouvelles; que le *Yearbook* lui-même a bénéficié d'améliorations qui en renforcent l'intérêt scientifique, en mettant en évidence les liaisons existant entre organisations répertoirees; que l'*Encyclopédie des problèmes mondiaux* est actuellement refondu en vue d'une nouvelle édition en 1990; qu'une nouvelle publication, celle des *Statuts*, a vu le jour, réalisation encore expérimentale d'un projet longtemps caressé; qu'un *Atlas des relations internationales* est sur le métier, mettant en œuvre des techniques nouvelles d'expression graphique par ordinateur.

Toutes ces entreprises renforcent, si besoin en était, l'image d'Institut de recherche scientifique de notre organisation, conformément à sa vocation, au statut dont elle bénéficie auprès de l'Etat hôte et à sa réputation internationale.

M. Judge vous dira encore les possibilités nouvelles offertes par une exploitation plus poussée dans notre appareil informatique dans diverses directions.

Congrès, services, membres associés

Le rapport que Melle de Coninck présentera témoigne de la vitalité du département dont elle a la charge.

L'importance de l'équation congrès/associations a été reconnue de longue date par notre Institut. Le congrès est certes une des manifestations les plus intenses du phénomène associatif.

La compétence, la notoriété internationale de notre département des Congrès et de son chef sont affirmées par la publication trimestrielle du *Calendrier des congrès internationaux*, instrument précieux et qui fait autorité. Ce facteur, et la qualité des services qui leur sont rendus, expliquent le nombre croissant de nos membres associés.

La production et la publication du *Calendrier* seront poursuivies par l'UAI en 1989 en utilisant ses propres moyens — ce que permet actuellement notre équipement informatique.

En 1987 et 1988 s'est confirmée la tendance à organiser en notre Maison des associations Internationales des rencontres conjointes entre nos membres associés et des représentants d'associations internationales. Cette conjonction est bénéfique, notamment en tant qu'elle assoit notre autorité dans le domaine de l'organisation de rencontres internationales; une preuve en est que l'UAI a été sollicitée de proposer à cet égard un code de déontologie (le texte préconisé figure dans la revue n° 1/1988).

C'est sous le chapeau de ce même département des Congrès qu'il convient d'accorder une mention particulière aux relations entre l'UAI et la FAIB. En effet, sous la présidence de M. Gilbert Jaeger, la FAIB a organisé, en liaison avec l'UAI, des déjeuners-débats où ont été abordés les sujets ayant un aspect spécifiquement associatif, tel par exemple le statut juridique des associations au sein de la Communauté européenne, ou encore grâce à notre membre M. Frits Hondius (également Vice-président d'Interphil), celui des fondations - sujet qui retient de longue date l'attention de l'UAI (à noter que la Convention de Strasbourg de 1986 couvre également les fondations).

Enfin, je voudrais évoquer la réunion annuelle inter-fédérations qui a été organisée conjointement en 1987 par l'UAI et la FAIB, celle de 1988 organisée à Paris par l'UOIF et celle qui se tiendra à Genève en 1989 et coïncidera avec le 60ème anniversaire de la FIG.

Avant de conclure ce rapport, je voudrais encore réserver une mention spéciale à l'intérêt que porte tout naturellement l'UAI à la signature et à la ratification de la Convention du Conseil de l'Europe de 1986 sur la reconnaissance de la personnalité juridique des OING. Son action dans l'avènement de cet instrument international est connue, - à laquelle le nom de son secrétaire général hre le chevalier Speeckaert est attaché. La mise en œuvre de cette Convention (trois ratifications sont nécessaires) marquerait un jalon dans l'adaptation - encore limitée - du droit international à la réalité associative contemporaine.

Considérations générales, conclusions

En concluant ce rapport, je voudrais faire quelques remarques.

Tout d'abord qu'au travers des activités de l'UAI et des trois départements de son Secrétariat, je retrouve en filigrane deux notions qui se recoupent: l'une celle des études, des recherches, des activités intellectuelles de l'UAI; l'autre, celle de son rayonnement vers l'extérieur.

Au moment où les associations internationales ne cessent de se multiplier, où la notion d'«ONG» est de plus en plus largement connue, même du grand public, sinon parfois de manière imparfaite, où se profile le problème traité dans le colloque de fin 1986: «Les OING demain», le rôle, la mission de l'UAI s'amplifient parallèlement.

Mes deux années à l'UAI et les contacts que j'ai été amené à prendre m'ont convaincu, si besoin en était, de l'audience, du prestige dont notre Institut jouit auprès des milieux officiels et privés, sur le plan national, régional, international.

C'est là un capital à sauvegarder et à développer, c'est une tâche de tous les jours, pour chacun d'entre nous. L'UAI est bien connue dans les organisations internationales, mais les possibilités nouvelles qu'elle peut offrir doivent être portées à la connaissance des intéressés; ceux-ci se succèdent au fil du temps et des réorganisations en cours.

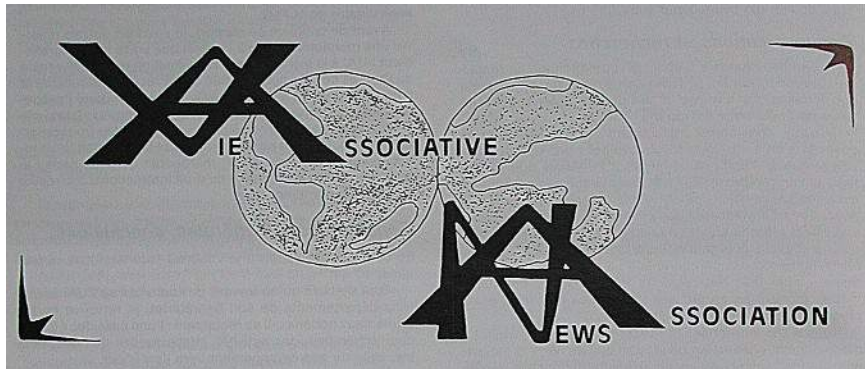
Il convient aussi d'étendre cette connaissance de l'UAI et du facteur associatif à des milieux plus larges, notamment dans le monde académique où, étrangement, hormis des éminents exemples que nous connaissons, le problème est insuffisamment ou mal connu.

Il faut que soit connu, vis-à-vis des divers interlocuteurs, que l'UAI occupe une place à part dans le monde des associations internationales, et que ses relations avec les organisations internationales se situent sur le plan d'un dialogue mené de plein pied. Il faut que l'on sache davantage, notamment dans les milieux universitaires, que l'UAI possède une documentation unique sur un facteur toujours plus important de la vie internationale, documentation pouvant servir de base à une coopération fructueuse et à des travaux scientifiques menés dans diverses disciplines.

Né dans le lieu et dans la tradition des grandes libertés individuelles, dont celle d'association est une expression essentielle, l'UAI, fidèle aux voies tracées par ses fondateurs, remplit ainsi un rôle d'auxiliaire de l'ordre international.

C'est peut-être en ayant à l'esprit ce souci d'un rayonnement de l'UAI vis-à-vis de cercles toujours plus larges qu'il faudrait penser aux moyens de commémorer son 80ème anniversaire de l'an 1990.

Jacques Raeymaeckers
Secrétaire général



AFRIQUE

Appel au respect de l'autonomie des organisations non gouvernementales africaines

Nairobi, le 28 décembre 1988 - (D.I.A.) - Les agences internationales d'assistance basées en Occident sont invitées à respecter l'autonomie des organisations non gouvernementales africaines si celles-ci consacrent leurs fonds à répondre aux besoins de développement de l'Afrique. Cet appel émane de la récente rencontre de Nairobi organisée sur le thème «*Amélioration de la collaboration entre gouvernements africains et agences internationales d'assistance dans le processus de développement de l'Afrique*».

La rencontre de Nairobi a drainé quelque 36 représentants des ONG africaines qui ont constaté au cours des travaux que les agences internationales préfèrent financer des projets à grande échelle. Ceux-ci, dans la plupart des cas, dépassent largement les capacités d'action des ONG locales. Les fonds sont aussi souvent accordés par parties pour des prêts à court terme et cela sans tenir compte des besoins qui requièrent des délais plus

longs de remboursement. Ce mode de financement est souvent la cause de ruptures des activités avec comme conséquence la perte de crédibilité des ONG locales aux yeux des populations africaines qu'elles sont appelées à servir.

En rapport avec cette situation, les délégués à la rencontre de Nairobi ont recommandé aux agences internationales d'assistance de prêter plus d'attention au développement structurel des ONG afin qu'elles puissent maintenir leur crédibilité, améliorer leur collaboration avec les gouvernements et jouer effectivement un rôle prépondérant dans la présentation des problèmes de développement. Les ONG locales ont été conviées à prendre une part plus active aux grands projets de développement des agences Internationales. Cependant il faut au préalable instaurer le dialogue avec les gouvernements concernés et définir les normes de participation des ONG locales dans de tels projets.

Au delà de cet aspect des relations avec les agences occidentales d'assistance, les délégués ont convenu de créer des structures de communication au niveau national, régional et même panafricain pour disposer des forums d'échange d'information en particulier à travers des ateliers et autres séminaires de formation organisés dans les pays africains. Un appel a été lancé dans ce sens aux agences occidentales. Enfin les délégués ont recommandé aux Etats d'Afrique et aux agences africaines de la collaboration au lieu de la concurrence dans la recherche des solutions aux problèmes auxquels est confronté le continent.

Enfin, la rencontre de Nairobi a exhorté les gouvernements africains à intéresser les ONG locales à toutes les étapes des projets de développement, allant de leur conception en passant par leur exécution pour terminer par leur évaluation.

**«Ecological disorder in Amazonia:
in search of a reciprocity of perspectives »**

Synthesis of the Project

The project « Ecological Disorder in Amazonia » is connected to a set of preoccupations that are being investigated by the international academic community, especially within the milieu of councils associated to UNESCO, such as International Social Science Council (ISSC), International Council of Scientific Unions (ICSU) and the International Council of History, Philosophy and Human Science (ICPHS). These preoccupations revolve around the necessity to rethink the problem of social change and development in the present world, considering the appearance of a series of new questions and phenomena that subvert the conceptual frameworks usually schematic and dualistic, by which these problems have been considered. Among these questions, two can be mentioned, just as examples : the complexity of the migratory flux and the growing weight of the informal economy. In addition, there exist all of the conceptual renovation brought about by the ecological perspective, which speaks of the necessity to think of development also in terms of complex material flux that are interconnected, inescapably, to human activities and to biospheric dynamics. The reductionist methods of the analysis of development have been incapable of explaining the innumerable and unanticipated perverse consequences that can be observed in different development experiences in the last decades. Consequences that are reflected in the natural space, social and even in the imaginary of countries that go through this process.

The suggestions formulated by these Councils in face of this set of challenges, have been ruled by two

basic proposals: 1) emphasize interdisciplinarity in order to overcome reductionism and 2) promote the state of exemplary case situations that can, by the nature of its problematic, force the adoption of new and interdisciplinary foci. An example of this was the «Dakar Colloquium», in September 1987, that examined, in particular, the Sahel case.

The objective of the present project is to incentivate the search for these new foci - theoretical and/or political - vis-à-vis the Amazon problem. This region, as it is well known, has a great objective importance for the earth's biosphere. In addition, it exerts a great impact on the Brazilian and international imaginary: as one of the last horizons on the planet still relatively unexplored by the industrial civilization, and as one of the symbols of the Brazilian identity. Amazonia, on the other hand, has been the object, over the last decades, of a gigantic process of macrosocial and economic occupation, a process that has happened in a disordered manner, where the actors and the important spaces have established no channels of communication, channels that could permit a more global solution to the future of the region. This solution, by the way, if it is to be effective, will have to be ample and interdisciplinary, since in the Amazon context the ecological and social factors are essentially related and the magnitude of the problem cannot support fragmentary foci.

However, the essence of the project is to promote the communication between various scholars and important actors involved in the Amazon question, in order to stimulate a « reciprocity of perspectives ». Therefore, a

meeting was held in October 1988, in Rio de Janeiro, sponsored by the International Social Science Council, the Conjunto Universitário Candido Mendes and the Ford Foundation, in order to bring together some representatives with various interests and proposals related to the Amazon. Among the principle actors represented in this encounter were Indians, homesteaders, agro-industrial businessmen, rubber-tappers, those responsible for the big mineral and energy projects, local and federal government representatives, environmentalists, military, the Church, the scientific community, etc.

In order to facilitate communication, the debate was organized around three thematic areas : a) experiences and economic proposals; b) public policies and the political will of the civic society; c) specific macrovisions of the ordering of the Amazon problem. Twelve written papers will then be prepared by respective participants of this first debate.

The reasons for this first debate were: 1) the political significance of such an encounter which should have long-term repercussions; and 2) the Base-Document which will be widely disseminated among interested actors and among the Brazilian and international scientific community. An opportunity of this kind will be its presentation at the International Social Science Congress to be held in March/April 1989. Also there is a plan to hold an international conference in the Amazon in October/November 1989, based on the already mentioned Dakar Colloquium. (ISSC/UNESCO, Conjunto Universitário Candido Mendes and Ford Foundation).

**International Conference on
«Voluntarism, non-governmental organizations (NGO's) and public policy»**

Kiryat Anavim Guest House (near Jerusalem) May 22-24, 1989

An International Conference entitled: «*Voluntarism, NGO's and Public Policy*» will be held in Kiryat Anavim (near Jerusalem) between May 22-24, 1989.

The Conference is geared to researchers in the field of Voluntary Ac-

tion and Non-Governmental Organizations from disciplines such as : economics, political science, sociology, psychology, social work, law, etc.

There is a trend in recent years in many countries to advocate the transfers of various service-provision func-

tions traditionally filled by governmental agencies to non-governmental organizations. The same period has also seen a growth in the number and scope of indigenous citizen organizations, individual volunteering and a renewed interest in private donations

and philanthropy. From a societal point of view, these developments represent a potential use of human and financial resources, with many implications for the structure and methods of providing health, educational, cultural and social services.

The international nature of these developments and the issues they raise in terms of public policy make this multi-disciplinary meeting among researchers from many countries, very timely.

Over 75 papers by researchers from the following countries were accepted for presentation: Austria, Belgium, Canada, Denmark, Finland, France, Federal Republic of Germany, Hungary, N. Ireland, Israel, Italy, the Netherlands, Norway, Spain, Switzerland, United Kingdom, United States.

The major topics of the Conference: — The Relationships between Government and NGO's: 14 national reports

- The Political Context of NGO's
 - NGO's in Historical Perspective
 - Effectiveness and Measurement of NGO's
 - NGO's in Health Care
 - Comparative Studies of NGO's
 - Voluntarism and Societal Institutions
 - Volunteering
 - Evolution and Change in Voluntary Organizations
 - Voluntary Organizations' International Processes
 - The Economic Aspects of Voluntary Action
 - Non-Profit and For-Profit Social Service Organization
 - Philanthropy
 - Self Help
 - Corporatism
 - Community Voluntary Participation
 - The Different Meanings of Voluntarism: What's-in-a-name?
- A detailed program and time schedule will be available at the Conference.

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Address of the
Organizing Committee:

International Conference on «Voluntarism, NGO's and Public Policy» Ministry of Science & Development (MSD) P.O.B. 18195, Jerusalem 91, 181, ISRAEL.

The role of non-profit organizations: comparisons of functions, operations and trends

Salzburg Seminar Session 272
April 30 - May 12, 1989

Throughout the world, there is growing interest in the role of non-governmental organizations (NGOs) in helping people achieve influence on their neighborhoods and nations. These organizations are not a substitute for government, but they do provide people with alternatives to government services and with vehicles for influencing government policies and programs. They are independent churches, hospitals, schools, social service agencies, museums, orchestras, historical societies, advocacy groups, community development societies, tenant associations, and hundreds more. Their concerns and impact extend from disposal of local garbage to protection of the ozone layer and beyond.

Nations with very different forms of government are finding common interest in this extra way by which citizens get involved in helping meet their own needs, serve their own communities and influence the development and maintenance of effective public services. Russia has launched an aggressive program to encourage what they call their *Informais*; Nigeria believes that NGOs are the means of

turning on the citizen power so necessary to its development; Japan is promoting the growth of voluntary associations and corporate and private foundations; Israel has undertaken a deliberate effort to expand greatly its non-profit sector; and in the United States an organization, INDEPENDENT SECTOR, has been formed to find ways to preserve and expand non-governmental activity.

This new interest and effort go under many different names such as NGOs, pluralism, and people power, and is called the non-profit, third, voluntary or independent sector. The common denominator is citizen service and influence and people having greater control of their own destinies.

This Salzburg Seminar, «The Role of Non-Profit Organizations: Comparisons of Functions, Operations and Trends», will bring together 50 people from at least 30 countries to work with a distinguished international faculty and to learn from one another to more clearly understand the ways by which non-profit activities enable persons and populations to be effective, whether the goal is food production or music.

For two concentrated weeks, these 50 Fellows and the faculty will study comparisons of roles, governmental relationships, funding, management and other dimensions and trends of non-profit organizations in various countries and cultures. They will also deal with issues relating to the effective functioning of these organizations in achieving public goals in health, social welfare, human relief, education and the arts. Non-governmental activities in developing countries and the recent emergence of voluntary associations and philanthropy in many regions will be included.

The session will explore difficulties involved in measuring the size and economic importance of the non-profit activity; differences in government/non-profit relations - funding levels, tax policies, financial mechanisms, and instruments of control; relationships to donors, including patterns and mechanisms of philanthropic giving; different management styles based on size and purpose of the organization; financial management and fiduciary responsibility; problems of governance and accountability, including an examination of responsi-

blities of board members and staff officers; professionalism and paid staff versus voluntarism and community involvement; and university programs in

non-profit management.
Contact :
Schloss Leopoldskron, Box 129,
A-5010 Salzburg, Austria,

Telephone (662)841.2330,
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Fax: (662)841.1607

New... Creations... Plans... New... Creations... Plans...

New Paths to Global Cooperation :

Global Challenges Network

The first international private foundation to be based in the Soviet Union

The International Foundation for the Survival and Development of Humanity

As a first step towards this general goal some of us, in January 1987, have started a network - which we called the «Global Challenges network, GCN» - for the purpose of tying an international net of projects and groups who will cooperate in a differentiated way in tackling the urgent global problems, the global challenges. Such an idea, of course, is not new. It has been tried in the past in various ways without ever really succeeding. It is a crazy idea, a pure utopia. In our case, at least for the beginning, it shall simply serve the purpose of a general framework in which a study group will be formed, an « International Science and Technology Study Group, ISAT-SG». This Study Group shall consist of competent and knowledgeable men and women from various countries and professions with theoretical and practical experience, i.e. people with so-called T-intelligence. T-intelligence here shall mean an intelligence which can best be symbolized by the capital letter «T» combining a vertical bar, indicating depth and detailed experience, and a horizontal bar, indicating a global, holistic view and broad experience in which special knowledge is harmoniously embedded. The Study Group shall in particular have the tasks:

- to point out the most urgent global problems;
- to structure these problems according to topics and problem areas, the methods of approach for implementing and solving these problems, the availability of material and intellectual resources for their realization;
- to break them down into smaller, simpler and more accessible sub-problems and projects;
- to define selection criteria for assigning priorities to the subproblems, as for example regarding their general relevance, their urgency, the feasibility of possible solutions, the possibility for global cooperation, the transferability to different geographical regions, the number of people involved, the size of the necessary financial investments, the time period for realization, their symbolic power and their novelty value;
- to figure out and to suggest practical entries to possible solutions;
- to identify world-wide scientific, technical, cultural, etc. expert-type and grassroot-type capacities on a global and local level, competent for working on detailed solutions;
- to find sources of political and financial support.

To prepare the « International Science and Technology Study Groups » about forty people from various international organisations experienced in the relevant problem areas met in Feldafing near Munich in July 1987. The task we set ourselves was to make a first review of the whole problem areas, to advance suggestions for candidates for the first round of the Study Groups and to develop ideas about a computer based network which can facilitate the cooperation of the Study Group members and, later on, can also provide important information on projects, methods of approach, and people and groups involved.

During the preparatory Conference about 30 project proposals were suggested. The search however was not done in any systematic way but the proposals resulted from a brainstorming. The first experience indicated that it will be rather difficult to proceed in a very systematic manner as it was originally planned. It appeared more fruitful to select from the very beginning a couple of obvious projects which could be proposed as pilot projects to concretize the action while continuing the general search and structuring process. In this way eight projects proposals were given special attention:

1. Building a computer network for environmental information interchange which is accessible for the general public

For a successful fight against future environment catastrophes we need a precise knowledge of the process of environmental deterioration as well as coordinated measures to overcome environmental destruction. Both goals can be supported by a worldwide computer network which serves the exchange and processing of local data collections and the communication

among those who work against the global collapse of our ecological system.

Since the support of as many people as possible is needed, the computer network should be accessible for every person, initiative or organization concerned or engaged with the conservation of our natural environment. This means that the

computer network must be and unexpensive and accessible for lay people as well as for skilled specialists.

A low cost computer network must rely on existing equipment and potentials, which means that it should take advantage of a good deal of the more than 10 million personal computers installed worldwide and the world's telephone network.

II. Promoting «in situ»-conservation of local crops

Scientists have been concerned about crop genetic erosion for more than half a century, and governments, international organizations, public as well as private institutions have put considerable effort into establishing germ plasm banks. Nevertheless crop diversity is diminishing at an alarming rate throughout the world.

To reverse this process which could become fatal for future gener-

ations - depriving them from the food base with the potential to adapt to rapidly changing environmental conditions - the almost total reliance upon gene banks as the dam against genetic erosion has to be examined. It has to be complemented by a strategy for protecting the genetic resource of obsolete cultivars, «poor peoples' crops» etc. «in situ», i.e. by giving farmers the opportunity to grow and re-

juvenate them in the fields. This will not only be a necessary safeguard against the failures of storing techniques, and a countermeasure against the already visible dangers of monopolizing the access to seeds, but «in situ» conservation is the only method to maintain natural evolution as well as to enable the farmer to breed plants according to his special needs.

III. Integrating nature into the price system

In very diverse economic systems prices can help to integrate a share for the use of nature into the price of a good or service thereby contributing to the protection of the environment. In the West an integrating nature into the price system has been discussed under the heading of «economic incentives». That means levies at the resource level (general energy tax, increment value tax on real estate) or waste level (garbage collection fees) or it means the introduction of progressive utility rates, e.g. for water and electricity. Another way is to define an acceptable level for immis-

sions or emissions and to create tradable emission rights for which a scarcity price will develop.

In the East, particularly in the Soviet Union, the connection between nature and price system has been discussed since the 70s under the heading of «socialist rent», which assigns a certain value to the ground which then finds its expression in prices. Several articles were published in this context on the economic valuation of natural resources. The wastage of resources because of using gross production as a key figure is also discussed. Positive

experiences with the implementation of price instruments like the ground usage fees in the GDR are already available.

Most of these discussion and measures did develop with little exchange of views between both sides. In both East and West and even more in the South an urgent need exists for learning from each other's experiences and to consult scientists with empirical knowhow. Such cooperation is very important.

IV. Cleaning up the Baltic Sea

The purpose of the Baltic project is to facilitate the development of East-West cooperation through a several year program of scientific and technical exchange and skill sharing. Scientists and experts would collaborate on joint investigations with access to centers of information and advanced communication and analysis facilities. Although much has been done during the past 15 years to stop the degradation of the Baltic Sea, there are still serious environmental problems which must be solved.

With the realization that no single country could solve the environmental problems in the Baltic, international cooperation became essential. Thus, at the beginning of the 1970's, seven

countries bordering the area launched the Baltic Marine Environment Protection Commission (Helsinki Commission) and the Baltic Marine Fisheries Commission (The Gdansk Commission). These cooperative efforts have since developed into perhaps the most comprehensive international action program in the field of the marine environment, dealing with all forms of pollution including land based sources, dumping, shipping and airborne fallout. The Baltic cooperation is also important from a political viewpoint since it comprises countries with different political and economic systems. Greenpeace has decided to start a program on the Baltic Sea. Hence this project should be carried out in close contact with Greenpeace.

Four other project proposals are concerned with energy issues:

- V. North-South Appropriate technology, in particular decentralized energy production
- VI. Alternatives to the automobile
- VII. Improvement of household energy efficiency
- VIII. Conversion of arms factories.

Two other project proposals appear also interesting:

- Technology assessment by women
- «Good News» Newspaper.

The Global Challenges network is seeking to promote these projects by appropriately linking existing groups and organisations already involved in these problems and by tapping sources for financial and political support.

International Foundation for the Survival and Development of Humanity

The conditions for setting up an international network have improved dramatically during the last year. In the fall of 1986 the scientists (Responsibility for Peace, Soviet Scientists for Peace against Nuclear Threat), medical doctors (IPPNW), writers (Issykul Circle) involved in peace work and

Greenpeace were thinking very much along similar lines as Global Challenges Network. At the occasion of the International peace Forum for a Nuclear-free World and Human Survival in Moscow in February 1987 an Initiative Group for an International Humanity Survival Foundation was cre-

ated with also prominent individuals from the USA participating.

Preparatory meetings for establishing an International Foundation were held in 1987 in Trieste, Moscow and New York. Branches of the foundation were prepared in the USA and Sweden.

The foundation was formed on 14 January 1988 in Moscow under the name of International Foundation for the Survival and Development of Humanity, and officially announced on 15 January 1988 in the Kremlin in the presence of General Secretary Mikhail Gorbachev, i.e. two years after his famous speech on total nuclear disarmament. The legal seat of the Foundation is in Stockholm. The organization will be located in Moscow, making it the first international private foundation to be based in the Soviet Union. Another principal office of the Foundation will be set up in Washington DC. Funding for the Foundation is committed or expected from several sources

from all countries in East and West, including individuals and foundations.

A governing Board of Directors consisting of 30 prominent individuals from a dozen countries was elected for a three-year term. The Foundation is expected to become fully operational and ready to process grants by mid-1988. It calls for new cooperative efforts for harnessing humankind's ingenuity, knowledge, skills, and resources across all national and ideological boundaries to meet global threats and challenges. The International Foundation is directed to encourage institutional flexibility and innovation in furtherance of its goals.

Some members of the Initiative Group of the Foundation have already suggested some projects. The tentative list includes project proposals in the areas of disarmament, development (including education, medicine, culture, religion, economy, organisation), environment and human rights.

The projects will be selected on the basis of a set of criteria which are presently formulated.

Hans-Peter Dürr
Werner-Heisenberg-Institut für Physik,
Föheinze Ring 6, 8000 München 40,
FRG.

(Extract from Hans-Peter Dürr, IFDA
Dossier 67, Sept-Oct. 1988).

Talloires Declaration of University Presidents

We, the presidents of 45 universities from all regions and many cultures of the world, having convened at Talloires, France, from 12-16 September 1988, believe that the universities of the world bear profound moral responsibilities to increase understanding of the awful risks of the nuclear age and to reduce those risks. Charged by our societies to prepare our students for life, we are committed as educators to prevent global death.

In a world that is plagued by war, hunger, injustice and suffering, we believe that universities nurture life through the creation and transmission of knowledge. We join in supporting research and teaching programs that will increase our common understanding of the causes of conflicts and their resolution, the relationship between peace and development, and the sources of injustice and hunger. In so doing, we shall better discharge our responsibilities to educate the men and women who will lead our societies into the twenty-first century.

Although differences in regional perspectives and academic traditions will necessarily create a diversity in our teaching and research, we aspire to a commonality in our educational programs. We hope that the sixty million

students and two million teachers engaged in higher education throughout the world will join us in these endeavors.

To achieve these goals, we recognize the importance of the following local, regional, and global measures:

1. Language, history, culture, and methods to create peace must be integral parts of the subjects that we teach. Peace as a concept must be in our students' imaginations, in their intellects, and in their lives.
2. Research and teaching in this area should incorporate contributions from many fields of knowledge, including the natural sciences, the humanities, medicine, the social sciences, philosophy, theology, and law. We recognize that many universities have agreed to conduct only research the results of which may be made public, and we encourage this approach.
3. Universities should support the development of courses and research on arms control, negotiation and conflict resolution, peace and development, and related subjects while providing for the training of teachers and scholars interested in incorporating these topics into their regular courses.
4. In making every effort to support regional academic associations, uni-

versities should encourage the development of regional centers that assist in the organization of research, the exchange of information and curricula, and faculty development in the areas of our concern.

5. In order to maximize the global impact of local and regional programs, universities should design and implement an international information center and communications consortium. These facilities will support the exchange of information, provide communications based on relatively lowcost technologies, offer access to computer networks, and afford one- and two-way television linkages among university classrooms in various parts of the world and thereby create a truly «Global Classroom».
6. In support of these local and regional initiatives, we, the presidents assembled at Talloires, have established a coordinating body in the form of a steering committee and a permanent secretariat.

For more information write to President Jean Mayer, Tufts Univ., Medford, MA 02155 USA.
(PRA Newsletter, Jan. 1989)

• **Le Groupe de Vézelay**

Ni club, ni mouvement, mais des personnes que se sentent responsables du de notre monde et de nos sociétés : remplaçant les voix des grands hommes du passé une «voix collective ». Ainsi se définit le *groupe de Vézelay*. - Les «journées de Vézelay», en mars 1988, ont été l'occasion d'une réflexion collective, et d'une expression publique de diagnostics et recommandations face aux risques technologiques majeurs qui menacent l'équilibre de la planète

et l'avenir de l'humanité en particulier, le nucléaire, la dégradation de la couche d'ozone, les biotechnologies.

Vers les Etats généraux de la Planète

Le groupe de Vézelay propose:
- Une *déclaration*, que tout un chacun est convié à signer.
— L'organisation, une fois par décennie, des *états généraux de la planète*, qui seraient préparés simultanément aux différents niveaux — local, national, par grande zone pluri-nationale et mondiale. Les «col-

lèges » de ces états généraux pourraient réunir hommes politiques, autorités religieuses, philosophes, gens de sciences, ingénieurs, animateurs de mouvements associatifs, gestionnaires des grands outils de production, juristes. Lieu de réflexion collective à l'échelle de l'humanité, les états généraux apporteraient des réponses aux grandes questions posées par le développement des technologies modernes.

Contact: Rue Bonnette, 89450 Vézelay, France.



YEARBOOK OF INTERNATIONAL ORGANIZATIONS

25th edition 1988/89

Changes of address

REF NAME.....

DD1932 European Federation of Industrial Producers of
Energy for Own Consumption

DD1956 Nordic Engineer Officers' Federation

DD1990 International Federation of Radio Officers

DD2001 Nordic Housewives Association

DD2017 International Federation of Associations of Steel,
Tube and Metal Merchants

DD2087 International Arctic Committee

DD2203 Nordic Council for Tax Research

DD2233 International Life-Saving Federation

DD2259 European Federation of investment Funds and
Companies

DD2370 Nordic Ergonomic Society

DD2380 Pan American Federation for Voluntary Bloodgiving

DD2406 International Red Locust Control Organization for
Central and Southern Africa (IRLCO-CSA)

DD2627 International Federation of French-Language Writers

DD2638 European Union of Railway Modellers and Friends of
the Railway

DD2639 International Association of Oral Pathologists

DD2714 European Association of Manufacturers of Water
Meters

DD2724 International Union of Graphic Reproduction
Industries (UI)

DD2752 Asian Association of Convention and Visitor Bureaus
(AACVB)

DD2762 International Union of Professional Gynaecologists
and Obstetricians

DD2780 European Federation of Toy Retailers

, ADDRESS.....

Last known address: Bruxelles, Belgium.

Pres: Christer Thempér, c/o Svenska Maskinförbundet,
PO Box 12100, S-102 23 Stockholm, Sweden.

! M NO ADDRESS !!!

Contact: Ethel Florén-Winther, Toresundsvägen 2, S-125 40
Älvsjö, Sweden. T. (46 8) 47 01 72.
Last known address: Basel, Switzerland.

Pres: Dr Brynjulf Ottar, c/o Norwegian Inst for Air
Research, PB 64, N-2001 Lillestrøm, Norway. T. (47 6) 81 41
70. Tx 74854 nlu n. Fax (47 6) 81 92 47.

Sec: Kristina Ståhl, Hamnesplanaden 4C, S-75323 Uppsala,
Sweden. T. (46 8) 10 71 93.

Gen Secretariat: DLRG-Bundesgeschäftsstelle, Alfredstrasse
73, D-4300 Essen 1, Germany FR. T. (49 201) 77 50 51 - (49
201) 77 50 52.

General Secretariat: c/o ASSOFONDI, Via in Lucina 17,
I-00186 Roma, Italy. T. (39 6) 679 28 03 - (39 6) 679 36 29.
Tx 63 02 74. Fax (39 6) 676 74 57.

Sec: Roland Örtengren, Avd för Industriell ergonomi,
Tekniska Högskolan i Linköping, S-581 83 Linköping, Sweden.

Exec Pres: Jaime Gonzalez Angel, FEPANDOSA, Apartado Postal
5830, Caracas, Venezuela.

Dir: Dr S M Moobala, PO Box 240252, Ndola, Zambia. T. (260
26) 612433. Tx LOCUST ZA 30072.

Pres: Guy de Bosschère, 21 rue Beausire, F-75004 Paris,
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Austria. T. (43 222) 2557 316.

Sec-Treas: Dr W H Binnie, Baylor College of Dentistry, 3302
Gaston Avenue, Dallas TX 75246, USA.

SG: R de Clercq, Dubbeldansegeweg 352, NL-3312 KC Dordrecht,
Netherlands. T. (31 78) 14 23 98.

SG: Gustaaf Witsen Elias, Erven Koumans Smeding,
Nachttegaalstraat 9, NL-8916 BA Leeuwarden, Netherlands. T.
(33 1) 43 25 77 07. C. Burinterphot Pans 025. Tx 8814813.

Deputy SG: Amy Chan, Macau Government Tourist Office,
Travessa do Paiva No 1, Macau, Macau. T. (853) 78308. C.
TURISMO. Tx 88274 TUCON OM. Fax (853) 510104.

SG: Dr N Diederich, 6 rue de l'Ancien Athénée, L-1144
Luxembourg, Luxembourg. T. (352) 47 11 93.

Sec: H Diessner, c/o VEDES, Sigmundstrasse 220, D-8500
Nürnberg 80, Germany FR.

DD2805 European Photochemical Association (EPA) Pres: Prof V Balzani, G Ciamician-Dept of Chemistry, University of Bologna, I-40126 Bologna, Italy. T. (39 51) 24 12 09. Tx 511350. Fax (39 51) 23 94 36.

DD2874 Latin American Episcopal Council SG: Mgr Oscar A Rodriguez, CELAM, Calle 78 No 11-17, Bpto Aereo 5276, Bogota, Colombia, T. (57) 235 7044. C. CELAM.

DD2899 Latin Mediterranean Association of Societies of Pharmacy Contact: Michel Rouzet, Faculté de pharmacie Nantes, 1 rue Gaston Veil, F-44035 Nantes CEDEX, France.

DD2966 European Teratology Society Sec: Geert H Prins. PO Box 36, 4493 ZG Kamperland, Netherlands. T. (31 1107) 2109.

DD2989 Nordic Geodetic Commission Chairman: Ole Bedsted Andersen, Geodetic Institute, Gamlehavn Allé 22, DK-2920 Charlottenlund, Denmark.

DD2994 Nordic Postal Union (NPU) Secretariat 1988-89: Helge Israelsen, General Directorate. Posts and Telegraphs, DK-1255 København, Denmark. T. (45 1) 93 24 10. Tx 27277 gentel dk.

DD3006 North Pacific Fur Seal Commission (NPFSC) ! ! ! NO ADDRESS ! ! !

DD3032 Organization of Catholic Universities in Latin America Pres: Dr Annibal Ernests Fosbery, Univ del Norte Santo Tomas de Aquino, 9 de Julio 165, CP 4000, San Miguel de Tucumán, Argentina.

DD3042 Pacific Asia Travel Association (PATA) Dir for South Pacific: Ian Kennedy, PO Box H158, Australia Square, Sydney NSW 2000, Australia. T. (61 2) 233 15 60. C. SPATA. Tx 72478.

DD3044 Pacific Science Association (PSA) Secretariat: PO Box 17801, Honolulu HI 96817-0801. USA. T. (1 808) 847 3511. C. PACSCIENCE Honolulu.

DD3050 Pan American Association of Pediatric Surgery Pres: Dr Carlos Bazán, Jacinto Lara 120, Lima 27, Peru.

DD3059 Pan American Federation of Engineering Societies Contact: Calle San Martin 42, 1004 Buenos Aires, Argentina. T. 30 3599 - 3707 - 3764.

DD3068 Pan American Medical Women's Alliance (PAMWA) Last known address: Jackson MS, USA.

DD3093 Nordic Customs Cooperation Council Secretariat: Henrik Smeds, Tullihallitus, PL 512, SF-00101 Helsinki, Finland. T. (358 0) 6141. Tx 121559 tulhs sf. Fax (358 0) 6142 764.

DD3113 European Conference of Associations of Telecommunications Industries (EUCATEL) ! ! ! NO ADDRESS ! ! !

DD3136 Regional Islamic Da'wah Council of Southeast Asia and the Pacific (RISEAP) SG: Dato Hj Ahmad Nordin bin Hj Mohd Zain, 5th Floor-Perkim Building, Jalan Ipoh, 51200 Kuala Lumpur, Malaysia. T. (60 3) 4428166 - (60 3) 4412417 tx MA 28104.

DD3156 Association of Roman Ceramic Archaeologists Contact: Dr T Tomasevic Buck, Bahnhofplatz 7. CH-4410 Liestal, Switzerland.

DD3159 Federation of European Heating and Ventilating Associations (REHVA) SG: W Oudijn, Koningin Wilhelminalaan 37, 3818 HN Amersfoort, Netherlands. T. (31 33) 634388. Fax (31 33) 637050.

DD3177 Scandinavian Association of Research Librarians Pres: Ulla Jensen, Idé, Amallegade 38, DK-1256 København K, Denmark.

DD3197 Scandinavian Simulation Society (SIMS) SG: Kaj Juslin, Technical Research Center, VTT/SAH, SF-02150 Espoo, Finland. T. (358 0) 456 64 22.

DD3201 Scandinavian Society of Forensic Medicine (SSFm) Pres: Prof Jarmo Hirvonen, Dept Forensic Medicine, Kajaaninatie 52D, SF-90220, Uulu 22, Finland. Founded: 1961. NGO Relations: #D3202 organizes dental section during triennial congress. Events: [Triennial Congress] Linköping (Sweden) 1988, Oulu (Finland) 1991.

DD3202 Scandinavian Society of Forensic Odontology (SSFO) Pres: Prof Pertti Sainio, Dept of Oral Pathology and Roentgenology, Kuopion Yliopisto Pl 6, 701 50 Kuopio, Finland.

DD3225 Society for African Church History Editor: A F Walls, Centre for the Study of Christianity in the Non-Western World, University of Edinburgh, New College, Edinburgh EH1 2LU, UK.

DD3255 South East Asia and Pacific League Against Rheumatism (SEAPAL) SG: John Darmawan, Seroja Arthritis Centre, Jalan Seroja Dalam no 7, Semarang 50241, Indonesia.

DD3274 Latin American Confederation of Clinical Biochemistry Last known address: Bogota, Colombia.

DD3374 United Lodge of Theosophists (ULT) Contact: Theosophy Hall, 40 New Marine Lines, Bombay 400 020, India. T. (91 22) 299024. C. Aryahata.

DD3575 European Committee of Associations of Manufacturers of Welding Products ! ! NO ADDRESS ! ! !

DD3644 Association for Pédiatrie Education in Europe (APEE) SG: Prof Maria de Lourdes Levy, Servico de Pediatria, Fac de Medicina de Lisboa, Av Prof Egas Moniz, 1699 Lisboa CODEX, Portugal.

DD3884 European Association of Information Services (EUSIDIC) Sec: Barabara Sarjeant, 919A High Street, Caine, Wilthire SN 11 085, UK. T. (44 249) 81 45 84.

DD3900 International Committee on Fund Raising Control Last known address: Oslo, Norway.

DD3941 European Alliance of Muscular Dystrophy Associations Contact: Natrass House, 35 Macauley Road, London SW4 098, UK.

DD3970 European Proprietary Medicines Manufacturers Association
 Secretariat: 70 rue du Gouverneur Général Eboué F-92130 Issy-les-Moulineaux, France. T. (33 1) 40 94 86 00. Tx 631 183. Fax (33) 46 45 23 00.

DD3972 European Association for Gastroenterology and Endoscopy (EAGE)
 Pres: Prof Dr Peter M Langhans, Chirurgische Klinik und Poliklinik für Allgemeinchirurgie, Jungfernstiegplatz 1, D-4400 Münster, Germany FR. T. (49 251) 836301.
 Last known address: Montréal PO, Canada.

DD4074 International Federation of Super - 8 Cinema
 DD4120 Federation of Allied Combatants in Europe
 Pres: Gén Thadée Jago, 3 rue Saint-Fiacre Auvers F-91580 Etrechy, France.

DD4149 Union of Middle Eastern and Mediterranean Paediatric Societies (UMEMPS)
 SG: Dr Theodoros S Thomaidis, Milioni 6, 10673 Athinai, Greece. T. (30 1) 3615168.
 Tlx: Dr Hasan M Pharaon, PO Box 9215, Amman, Jordan. T. (962 6) 641874 - (962 6) 685888.

DD4186 Western Pacific Orthopaedic Association (WPOA)
 Exec Sec: Loretta Chu, c/o Orthopaedic Dept, Queen Elisabeth Hosp, Kowloon, Hong Kong.

DD4295 International Commission for the Protection of Alpine Regions
 DD4336 Asian Baptist Federation (ABF)
 Pres: Dr Mario F Broggi, Heiligkreuz 52, 9490 Vaduz Liechtenstein.

DD4342 Commission of Studies for Latin American Church History
 Sec: Rev Edwin I Lopez, Suite 3886, J and T Bldg, R Magsaysay Bldg, Sta Mesa, METRO Manila 1008, Philippines. T. (63 2) 61 58 11 - (63 2) 60 81 51.

DD4353 Scandinavian Association of Plastic Surgeons
 Pres: Dr Enrique Dussel, CEHILA, Celaya 21-402, Colonia Hipódromo, 06100 Mexico DF, Mexico. T. (52 5) 574 5661.

PD4354 Scandinavian Clothing Council (SCO)
 Hon Sec: Dr Mikael Relander, Fredsgatan 1C B37, F-20100 Åbo Finland. T. (358 9) 21 32 62 73.

DD4387 Nordic Council for Animal Welfare
 Head of Secretariat: Jussi Peitsara, Central Assn of the Finnish Clothing Industry VATEVA, Fredrikinkatu 41 C, SF-00120 Helsinki, Finland. T. (358 90) 641 014. Fax (358 90) 648 540.

DD4393 Association of European Open Air Museums (AEOM)
 Sec: Mirjam Kajander, Helsinki Society for the Protection of Animals, Jägarogatan 7 D, 00150 Helsinki 15, Finland.

DD4429 Fleuroselect
 DD4477 West Africa Rice Development Association (WARDA)
 Pres: Christopher Zeuner, Wealo and Downland open Air Museum, Singleton PO18 0EU, UK. T. (44 24363) 348.
 Last known address: Den Haag, Netherlands.

DD4489 European Patent Office (EPO)
 Gen Dir: Dr Eugene R Terry, 01 P O Box 2551, Bouaké 01, 1384 Côte d'Ivoire. T. (225) 63 21 29 - (225) 63 10 52. Tx 69138 ADRAO CI BOUAKÉ.

DD4519 European Federation of Young Choirs (EFYC)
 Head Office: Erhardtstrasse 27, D-8000 München 2, Germany FR. T. (49 89) 2399-0. Tx 523656 epm d.

DD4547 Nordic Road Safety Council
 Contact: Manfred Ehrhorn, Adersheimer Strasse 60, D-3340 Wolfenbüttel, Germany FR. T. (49 5331) 4 65 66.

DD4560 Latin American Federation of Producers of Phonograms and Videograms
 Sec: Ove Ellingsen, Samferdselsdepartementet, PO Box 8010, DEP 0030 Oslo 1, Norway. T. (47 2) 34 81 25.

DD4624 West African Examinations Council (WAEC)
 SG: J C Muller Chaves, Avda Beira Mar 406 GR 609, Centro CEP 20205, Rio de Janeiro RJ, Brazil. T. (55 21) 220 4742. Tx c/o 213 1314 WEA Br (Warner Discos).

DD4637 Latin American Association of National Academies of Medicine
 Chairman: Dr Lenrie Peters, PO Box 142, Banjul, Gambia.

DD4649 Bioelectrochemical Society (BES)
 Permanent Sec: Dr Alberto Cardenas-Escovar, 422 Cadima Avenue, Coral Gables EL 33134, USA.

DD4677 North Atlantic Seafood Association (NASA)
 SG: Prof Dr B A Melandri, Istituto di Botanica, Via Imerio 42, I - 40126 Bologna, Italy. T. <39 51) 234376.

DD4689 International Union for Research of Communication (IURC)
 Chairman: Gudjon Olafsson, 1422 Euclid Ave. Suite 333, Cleveland OH 44115, USA. T. (1 216) 781 6400.

DD4707 European Ready Mixed Concrete Organization (ERMCO)
 Gen Sec: Ms Catherine Aeschbacher, SRG Forschungsdienst, Postfach, CH-3000 Bern 15, Switzerland. T. (41 31) 43 91 11. Tx 33 161 prdi ch.

DD4726 European Safeguards Research and Development Association (ESARDA)
 SG: K Newman, 93A High Street, Staines TW18 4PQ, UK. T. (44 784) 52752. Tx 935547 RMC-G.

DD4749 Union of Latin American and Caribbean Museums
 Contact: Prof L Stanchi, Cmsn of the European Communities, Joint Research Centre, I-21020 Ispra, Italy. T. (39 332) 789 855 - (39 332) 789 111. Tx 380042/380058 EUR I.

DD4769 North African Port Management Association
 !!! NO ADDRESS !!!

DD4795 Latin American Association of Manufacturers of Refractory Materials
 SG: Y Allai, 52 rue Ibn Charaf, Le Belvédère, Tunis, Tunisia. T. (216 1) 632 924. Tx 15386.

DD4807 European Federation of Paint Merchants
 Contact: Juncal 1305 of 1701, Montevideo, Uruguay.

DD4850 Circuits International
 Last known address: Düsseldorf, Germany FR.

DD4872 International Association of Agricultural Museums
 Secretariat: Nurburgring GmbH, D-5489 Nürburg, Germany FR, T. (49 2691) 30 21 61.
 Sec: Eli Gindsgaard, Dansk Landbrugsmuseum, Gammel Estrup, DK-8963 Auning, Denmark.

DD4895 European Association for Interaction between University Institutions !!! NO ADDRESS !!!

DD4925 Federation of European Chemical Societies (FECS) SG: Dr J S Gow, Royal Society of Chemistry, Burlington House, Piccadilly, London W1V 0BH, UK.

DD5048 Arab Federation of Paper Industries and Printing SG: Jalil Z Abbas, PO Box 5456, Baghdad, Iraq. T. (964 1) 887 2384. Tx 212205 MI IND IK.

DD5080 Society for the Study of Inborn Errors of Metabolism (SSIEM) Hon Sec: Dr B Fowler, Willink Biochemical Genetics Unit, Royal Manchester Childrens Hospital, Pendleburg, Manchester M27 1HA, UK. T. (44 61) 794 4896 Ext 343.

DD5159 Philosophical Society for the Study of Sport (PSSS) Pres: Prof Carolyn Thomas, Dept of Physical Education, SUNY at Buffalo, Buffalo NY 14214, USA.

DD5243 European Container Manufacturers' Committee (ECMC) Sec: M Emanuel, c/o ANFIA, Corso G Ferraris 61, I-10128 Torino, Italy.

DD5261 European Council of Kitchen Constructors Registered Office: 9 rue la Perouse, F-75784 Paris, France.

DD5271 Pan American Judo Union (PJU) SG: Juan Charteris Reyes, Avenida Rio Churubusco, Puerto 9, Ciudad Deportiva de la Magdalena Mixuca, México 8 DF, Mexico.

DD5278 European Association for Special Education (EASE) Secretariat: Nordstrandhøgda Box 79, N-1112 Oslo 11, Norway. T. (47 2) 29 58 67.

DD5320 Society of Nuclear Medicine - Europe (SNME) !!! NO ADDRESS !!!

DD5329 International Salvage Union (ISU) Last known address: London, UK.

DD5332 Caribbean Association of Industry and Commerce (CAIC) Exec Dir: Pat Thompson, Musson Bldg, Hincks Street, Bridgetown, Barbados. T. (1 809) 436 6385. C. CARNDOM. Tx 03922473. Fax (1 809) 436 9937.

DD5365 Nordic Cooperation Body for Technical Testing Dir: Bo Lindholm, Ostangrindsvägen 2, Postbox 111, SF-02101 Esbo, Finland. T. (358 0) 455 46 00. Fax (358 0) 455 42 72.

DD5373 International Society for Crime Prevention !!! NO ADDRESS !!!

DD5388 Latin American Federation of Consulting Engineers Exec Sec: Matilde Castro, Prolongación Los Manolos, Edif Fleury, PB - Oficina 2, La Florida, Caracas, Venezuela.

DD5402 International Association for Computational Mechanics (IACM) Sec: A Samuelsson, Dept of Structural Mechanics, Chalmers Inst of Technology, S-402 Göteborg, Sweden.

DD5441 Permanent Working Group of European Junior Hospital Doctors (PWG) Sec: Dr Hans-Ueli Würsten, VSAO, Florastrasse 13, Postfach 29, CH-3000 Berne 6, Switzerland.

DD5468 European Group for Ecological Action (ECOROPA) Contact: ECOROPA, Rue de la Course 107, F-33000 Bordeaux, France.

DD5470 International Council of Botanic Medicine Last known address: Montréal PQ, Canada.

DD5484 European Forum of National Laity Committees Contact: Dr Ernst Waldstein, Waagasse 18, A-9013 Klagenfurt, Austria. T. (43 4222) 811577.

DD5560 Nordic Committee on Transport Research Contact: Researcher Jussi Sauna-aho, Ministry of Transportation, PO Box 235, SF-00131 Helsinki, Finland. T. (358 0) 1736320.

DD5599 International Federation for Systems Research (IFSR) Pres: Prof Dr Gerrit Broekstra, Universiteit Erasmus, PO Box 1738, 3000 DR, Rotterdam, Netherlands.

DD5630 European Association of Hospital Pharmacists (EAHP) Last known address: Capelle-Ijseel, Netherlands.

DD5705 European Computer Measurement Association (ECOMA) Last known address: Zürich, Switzerland.

DD5760 Arab Table Tennis Federation (ATTF) Pres: Sheikh Soliman Aljabhan, P O Box 4674, 11412 Riyadh, Saudi Arabia. T. (966 1) 4820188 - <966 1) 4822829. C. KORAFWALA. Tx 404130 TENNIS SJ.

DD5777 International Council of Prison Medical Services Last known address: Vancouver, Canada.

DD5800 European Association of Driving Instructors Contact: Peter Smirz, c/o IW, Schlickplatz 4, A-1090 Wien, Austria.

DD5820 Federation of African Consultants (FEAC) Head Office: c/o BAD, BP V 260, Abidjan, Côte d'Ivoire. T. (225) 32 07 11 - (225) 32 50 10. Tx 23727, 23498 AFDEL, ABIDJAN.

DD5835 Latin American Energy Organization Exec Sec: Gabriel Sanchez Sierra, Occidental, Edif OLADE San Carlos, PO Box 6413 CCI, Quito, Ecuador. T. (593 2) 53 81 22. Tx 2728 OLADE ED.

DD5848 International Camellia Society (ICS) Pres: Thomas H Perkins, PO Box 750, Brookhaven MD 39601, USA.

DD5890 European String Teachers Association (ESTA) Address not obtained

DD5907 Society for Medicinal Plant Research Sec: Dr R Carle, c/o ASTA Pharma AG, Weismüllerstrasse 45, D-6000 Frankfurt 1, Germany FR.

DD5960 Lake Constance International Contact: c/o SPÖ Vorarlberg, Viehmarktstrasse 3, A-6850 Dornbirn, Austria. T. (43 5572) 63 2 63.

DD6058 Nordic Society for Radiation Protection Sec: Leif Moberg, National Inst of Radiation Protection, Box 60204, S-104 01 Stockholm, Sweden. T. (46 87) 291000. Tx 11771 Saferad S. Fax (46 87) 729 71 08.

DD6070 European Association of Podologists
 Sec: Gilberte Demoulin-Delhaye, Avenue des Cormorans 5
 B-1150 Bruxelles, Belgium. T. (32 2) 771 38 64.

DD6055 Caribbean Studies Association (CSA)
 Sec-Treas: Gilberto Arroyo, Interam Univ of Puerto Rico San
 German 00753, Puerto Rico.

DD6126 World Hereford Council (WHC)
 SG: Duncan J Porteous, Canadian Hereford Association 5160
 Skyline Way NE, Calgary T2E 6V1, Canada. T. (1 403) 275
 2662. Fax (1 403) 295 1333.

DD6209 European Geophysical Society (EGS)
 2662. Fax (1 403) 295 1333.

DD6214 European Sleep Research Society (ESRS)

DD6223 International Yoga Teachers Association (IYTA)
 SG: Dr A K Richter, MPI für Aeronomie, Postfach 20 D-34114
 Kallenberg-Lindau, Germany FR. T. (49 5556)
 411 1 x 985527
 aeri d. Fax (49 5556) 41240.

DD6332 Asian Women's Institute

DD6410 World Association of Women Journalists and Writers

DD6420 International Society of Dietetic including all
 Infant and Young Children Food Industry
 Sec: Dr D Stenberg, Dept of Physiology, University of
 Helsinki, Siltavuorenpenger 20, SF-00170 Helsinki, Finland.
 T. (358 0) 650211 Ext 345. Tx 1002125 finuh.stenberg. Fax
 (358 0) 656591.

DD6471 International Society for the Arts, Sciences and
 Technology (ISAST)
 Dir: Ms V Clark, 50 Gnarbo Ave, Carss Park 2221 NSW,
 Australia.

DD6490 European Landscape Contractors Association (ELCA)
 Pres: Dr Indrani Michael, Women's Christian College, Madras
 600 006, India.

DD6537 International Association for Falconry and
 Conservation of Birds of Prey (IAF)
 Contact: Bosque del Molino 54, La Herradura, México 11000
 DF, Mexico.

DD6560 European Landowning Organizations Group
 Head Office: 194 rue de Rivoli, F-75001 Paris, France. T.
 (33 1) 42 60 30 12.

DD6580 International Professional Tennis Players
 Association
 Exec Dir: Roger F Malina, ISAST, PO Box 75, 1442 A Walnut
 Berkeley CA 94709, USA.

DD6708 North East Asia Association of Theological Schools
 (NEAATS)
 Secretariat: Haus der Landschaft, Alexander-von-Humboldt-Str
 40, D-6340 Bad Honnef 1, Germany FR. T. (49 2224) 77070. Fax
 (49 2224) 77077.

DD6877 International Strabismological Association
 Last known address: Bruxelles, Belgium.

DD6910 European Marketing Consultants Association (EMCA)
 Sec: Mr Fricchione, Rue Joseph II 17, B-1040 Bruxelles,
 Belgium. T. (32 2) 230 46 35.

DD6997 International Association of Classification
 Societies (IACS)
 Exec Dir: Hamilton Jordan, ATP, Four Sawgrass Village, Suite
 240, Ponte Vedra Beach FL 32082, USA. T. (1 904) 285 5776.
 Tx 403048. Fax (1 904) 285 5966.

DD7050 European Nuclear Medicine Society (ENMS)
 Secretariat: St Paul's Univ, Dept of Christian Studies, 3
 chôme Nishi-Ikebukuro, Toshimaku, Tokyo 171, Japan.

DD7060 federation of European Societies of Plant Physiology
 (FESPP)
 Chairman: W E Gillies M, 82 Collins Street, Melbourne 3000,
 Australia.

DD7165 International Association for the Development and
 Promotion of African Music and Dance
 Last known address: Birmingham, UK.

DD7186 European Association of Remote Sensing Laboratories
 (EARSeL)
 Chairman of Council: Mitsuo Abe, Nippon Kaiji Kyokai, 4-7
 Kioi-cho, Chiyoda-ku, Tokyo 102, Japan T. (81 3) 230 1201.
 Tx J22975 CLASSNK. Fax (81 3) 230 3525.

DD7210 European Association for Research in Industrial
 Economics (EARIE)
 !!! NO ADDRESS!!!
 SG: Prof Dr C M Karssen, Dept Plant Physiol, Agricultural
 University, 6703 BD Wageningen, Netherlands. T. (31 8370)
 83645 - (31 8370) 82147.

DD7314 Federation of Latin American Cancer Societies
 M! HO ADDRESS !!!

DD7350 Council of Caribbean Institutions for Development
 (COUNCARID)
 SG: Prof S Vetrella, Istituto di Gasdinamica, Facoltà di
 Ingegneria, Università di Napoli, Piazzale Tecchio 80,
 I-80125 Napoli, Italy. T. (39 81) 768 2159. Tx 722392 INGENA

DD7370 Association of Eastern and Southern African
 Universities (AESAU)
 SG: Gerry Dirickx-Van Dijk, c/o EIASM, Rue d'Edmont 13,
 B-1050 Bruxelles, Belgium. T. (32 2) 511 91 16. Fax (32 2)
 512 19 29.

DD7371 Latin American Society for the History of Sciences
 and Technology (LASHST)
 Pres: Dr Ruben Merenfeld, Canonigos a Esperanza 43, Aptdo
 6702, Caracas 1010, Venezuela.

DD7373 Asian Coalition of Human Rights Organizations
 (ACHRO)
 !!! NO ADDRESS ! ! !

DD7418 International Union of Radioecologists

DD7710 International Council for Soviet and East European
 Studies (ICSEES)
 Acting Chairman: Prof Tom Tlou, Univ of Botswana, PB 0022,
 Gaborone, Botswana. T. (267 31) 51151. Tx 2429.

DD7790 International Curling Federation (ICF)
 Postal Address: SLHCT, Apartado Postal 21-873, 04000 México
 DF, Mexico. Tx 17744523 UNAMME.

SG: Dr Clarence Dias, Int Center for Law in Development, 777
 UN Plaza, New York NY 10017, USA.

Sec: R Kirchmann, Rue Cardinal Cardijn 5, B-4480 Oupeye,
 Belgium. T. (32 41) 64 25 64.

Pres: Alexander Dallin, Center for Russian and East European
 Studies, Stanford University, Stanford CA 94305, USA.

Secretariat: A C Bruce Guild, 2 Coates Crescent, Edinburgh

DD7820 South American Table Tennis Confederation EH3 7AN, UK. T. (44 31) 225 7088. Fax (44 31) 220 1351.

DD7830 European Society of Handwriting Psychology (ESHP) Sec: Jorge Ramfrez, CSATM, Apartado 1784, Lima, Peru.

DD7850 Society of Anaesthesiologists of West Africa Pres: Rudolf Känzig, Klebe Strasse 6, CH-8041 Zürich, Switzerland. T. (41 1) 4816218.

DD7891 Scandinavian Society for Psychopharmacology (SSP) Sec Treas: Dr S O Ukponmwan, Dept of Anaesthesia, Univ Teaching Hospital, Benin-City, Nigeria.

DD8000 International Association for Social Tourism and Workers' Leisure (IASTWL) Sec: Per Bech, Psychiatric Dept, Central Hosp, DK-3400 Hillerod, Denmark.

DD8106 International Playing Card Society (IPCS) Contact: Vinohradská 10, CS-12147 Praha 2, Czechoslovakia, T. (42 2) 24 37 41 - (42 2) 24 62 12. C. FESYMOND PRAGUE. Tx 121525 WFTU C.

DD8144 European Union for the Grain, Oilseed, and Fodder Trades and Derivatives Sec: Christopher Rayner, 15 Clairmont Close, Braintree CM7 7RS, UK. T. (44 376) 49422.

DD8232 Scandinavian Society for Immunology SG: Helmut Bartsch, Ave de la Joyeuse Entrée 12, Bte 9, B-1040 Bruxelles, Belgium. T. (32 2) 230 61 70. Tx 26 047. Fax (32 2) 230 30 63.

DD8344 International Society for Laser Surgery Sec: A örn, Dept Immunology, Karolinska institutet, Box 60400, S-10401 Stockholm, Sweden. T. (46 8) 340560.

DD8375 Latin American Peace Research Council Last known address: Tel Aviv, Israel.

DD8390 Nordic Recycling Federation (NRF) Contact: Jorge Serrano, CEESTEM, Magnolia 39, San Jerónimo Lidice, México 20 DF, Mexico.

DD8402 International Union of Esperantist Philologists (IUEP) Pres: Hans Erik Hempel-Hansen, PO Box 927, DK-5100 Odense C, Denmark. T. (45 9) 11 83 83. Tx 9291333 metal ck. Fax (45 9) 14 71 83.

DD8420 Pacific Alliance of National Gymnastic Federations (PANGF) Pres: Viojin Oljanov, kv Emil Markov, PK 66, BG-104 Sofia, Bulgaria. T. (359 2) 31 00 29.

DD8521 Asian Peace Research Association (APRA) SG: Ms Peggy Browns, 2-6 Redwood Drive, Dingley VIC 3172, Australia. T. (61 3) 551 3833. C. AUSTGYM. Tx AA134972 G/Time. Fax (61 3) 551 3119.

DD8550 International Association for the Promotion of Institutional Videos Sec Gen: Yoshikazu Sakamoto, PRIME, 1518 Kamikurata, Totsukaku, Yokohama 244, Japan. T. (81 45) 863 2203. C. PRIME YOKOHAMA. Tx J47762 PRIME. Fax (81 45) 863 2205.

DD8560 Association of Chief Executives of Latin Countries Last known address: Neuilly-sur-Seine, France.

DD8581 European Association for Shipping Informatics (EASI) !!! NO ADDRESS !!!

DD8845 International Society for the Laser in Ophthalmology Sec: E Holst, EASI, Rue Ducale 45, B-1000 Bruxelles, Belgium. T. (32 2) 511 39 40. Fax (32 2) 511 80 92.

DD8880 Episcopal Secretariat of Central America and Panama Last known address: New York NY, USA.

DD8890 Federation of Scientific and Technical Organizations in Socialist Countries SG: Gregorio Rosa Chávez, Calle S José y Avenida Las Americas, Urbanizacion Isidro Menéndez, San Salvador, El Salvador. T. (503) 26 34 79.

DD8903 Association of the Episcopal Conferences of the Central African Region Contact: Vladimir Kosek, International Dept, Kossuth Lajos ter 6-8 H-1059 Budapest, Hungary. Tx 22 57 92. Fax (36 1)

DD8942 International French-Speaking Society of Urodynamics Pres: H Em Cardinal Christian Tumi, BP 272, Garoua, Cameroon.

DD8992 Central American Energy Commission SG-Treas: Pr Perrigot, Service Rééducation, CHU - Pitié Salpêtrière, 47 Bd de l'Hôpital, F-75651 Paris CEDEX, France. T. (33 1) 45 70 29 82.

DD9164 International Crossbow Shooting Union Contact: J Obiols, Depto de Integración Física, SIECA, Avenida 10-25 - No 14 A, Zona 14, Apartado Postal 1237, Guatemala, Guatemala. T. (502 2) 68 21 51.

DD9173 Nordic Federation of Heart and Lung Associations Public Relations Manager: Chris Aston, 9 Manor Street, Tettenhall WV6 8RA, UK. T. (44 902) 47686.

DD9186 European Coordinating Committee for Artificial Intelligence (ECCAI) Contact: c/o Riksförbundet för Hjärt- og Lungsjuke, Box 9090, S-10272 Stockholm, Sweden. T. (46 8) 69 09 60.

DD9228 Ibero-American Association of Chambers of Commerce Secrétariat: Ist per la Ricerca Scientifica e Tecnologica, Loc Pante di Povo, I-38100 Trento, Italy. T. (39 461) 810 105. Tx 400874 ITCRST. Fax (39 461) 810 851.

DD9277 International Committee on Sarcoidosis General Secrétariat: Cámara de Comercio de Bogota, Carrera 9a No 16-24, PO Box 5609, Bogota DE, Colombia. T. (57 1) 2847628 - (57 1) 2819900. Tx 45574 CABCO CO. Fax (57 1) 2847735.

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